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An analysis of the internal organization of innovative secondary schools was developed from questionnaire response data supplied by the principals of 121 junior high, intermediate, and middle schools in 35 States. Criteria for comparison and evaluation were based primarily on related research and general organizational literature. The study found that the position of department head is the dominant organizational position and is used extensively by the principal to upgrade instruction. Of growing importance are a number of secondary positions, including teachers' advisory councils, curriculum coordinators, and intersubject instructional teams. Schools with a pupil-teacher ratio of 20:1 and under were more innovative and had more administrative positions than those with a higher ratio. Supporting data are compared on a percentage basis in 29 tables. Findings are illustrated by organizational charts for 15 representative schools and a prototype organizational chart. A bibliography of 58 items related to administration, management, and organization is appended. (JK)

STATE BOARD OF EDUCATION

Research Report

THE INTERNAL ORGANIZATION OF JUNIOR HIGH SCHOOLS FOR INSTRUCTION

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THE INTERNAL ORGANIZATION OF JUNIOR
HIGH SCHOOLS FOR INSTRUCTION

by

Norman Dee Riggs

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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A dissertation submitted to the faculty of the
University of Utah in partial fulfillment of the requirements

for the degree of

Doctor of Philosophy

Department of Educational Administration

University of Utah
June, 1968

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(ABSTRACT)

THE INTERNAL ORGANIZATION OF JUNIOR HIGH SCHOOLS
FOR INSTRUCTION

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University of Utah, 1968

Statement of the Problem. The problem of this research was:

(1) to determine the internal organization of junior high schools in which innovations were taking place across the country; and (2) to develop some organizational criteria which were based on available research, exemplary junior high school organizations, and opinions of authorities.

The Plan of Study. This study included one hundred twenty-one junior high schools, representing thirty-five states, which had been identified as schools engaged in organizational innovations. A questionnaire was administered to those schools in anticipation that a rationale, description, duties, and/or schematic of the internal organization of the schools would be obtained.

The Results of the Study. The study showed that the department head was still the dominant organizational position and was used extensively by the principal to upgrade instruction. However, several other organizational features, or positions, have made their appearance in school organizations, i.e., (1) Teachers' Advisory Councils,

(2) Curriculum Coordinators, (3) Team Leaders, (4) Inter-Subject Instructional Teams, and (5) Helping Teachers. These positions now carry some of the load formerly required of the department head alone.

The study also showed that schools with a pupil-teacher ratio of 20:1 and under tended to be more innovative than those with a ratio higher than 20:1. In addition, schools with a ratio under 20:1 had more administrative positions than those with a ratio higher than 20:1.

Positions such as the department head, resource teacher, team leaders, activity advisers, and attendance advisers received only a small amount of released time and/or additional pay for their non-teaching assignments.

The most desired organizational change was for additional released time for teachers, department heads, counselors and other quasi-administrative positions.

Conclusions. If the principal continues to be the person responsible for the curriculum of the school, and there appears no reason why he should not, then he will need sufficient administrative and quasi-administrative help to do this task effectively. The department head (traditional pattern) meets the need for intermediate decisions and functions effectively in curriculum improvement when he is given appropriate responsibilities coupled with commensurate authority. Whatever other quasi-administrative positions are utilized should have adequate time and/or additional pay in order to insure their effectiveness.

Several key factors need to be considered to have an effective organization. They are: (1) principal's open-mindedness to organizational change; (2) maintenance of enrollment near the 1,250 level; (3) acquisition of a pupil-teacher ratio of 20:1; (4) use of counselors as counselors; (5) involvement of the staff in the decision-making process; and (6) provision of released time for teachers to plan and think, and opportunities to analyze with others what happens in the classroom.

The use of an inter-disciplinary approach to instruction appears to have considerable merit and should be considered as an organizational pattern.

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CHAPTER I

I. THE PROBLEM

Statement of the problem. The problem of this research was: (1) to determine the internal organization of junior high schools in which innovations were taking place across the country; and (2) to develop some organizational criteria which were based on available research, exemplary junior high school organizations, and opinions of authorities.

Significance of the study. In most textbooks on educational administration and articles concerning the role of the secondary school principal, the writers emphatically pointed out that the primary concern of the principal was curriculum improvement.¹ But, as most practicing administrators have agreed, his time was more often than not taken up by "administrivia."² This neglect was brought about by the tremendous growth in size and complexity of the junior high school over the past fifty years,³ some of which had reached the 2,500 mark in size. Throughout all this growth, the principal's span of control became greater and

¹Harold Spears, Improving the Supervision of Instruction, Prentice-Hall, Inc., New York, 1953, p. 184.

²Secondary School Principals Association of Utah, A functional Program of Training for Secondary School Principals, 1966.

³Donald A. Rock, and John K. Hemphill, Report of the Junior High School Principalships, National Association of Secondary School Principals, Volume 2, 1965, p. 10.

in many instances unwieldy.⁴ The office of vice (assistant) principal was established; this helped to shorten the span of control and provided the principal with some time for effecting curriculum change. In most instances the principal was only a curriculum generalist and what he needed was the assistance of a specialist. As a result, the departmental organization became the dominant pattern for the secondary school.⁵

Within recent years the departmental organization has come under increasingly sharp criticism.⁶ In some instances the division organization, which combined several subjects into an instructional unit, came into being.⁷

II. DEFINITIONS OF TERMS USED

In the following definitions of terms, the Dictionary of Education⁸ was the source of the definition presented unless otherwise noted.

Junior High School. A school in which the seventh, eighth, and

⁴Alfred Skogsberg, "Basing Staff Organization of Purpose," Phi Delta Kappan, 36: 213-218, March, 1955.

⁵Donald M. Thomas, "A Study of Teacher Behavior to Determine the Extent to which Department and Division Secondary School Organizations Meet a Pre-Determined Criterion," unpublished doctor's thesis, University of Illinois, 1964.

⁶Donald M. Thomas, "Which Organization-Department or Division for Your School," The Bulletin of the National Association of Secondary School Principals, 49: 49-57, October, 1965.

⁷Baird R. Shuman, "Departmental Chairman or Heads of Divisions?" The Clearing House, 40: 430, March 1966.

⁸Carter V. Good, Dictionary of Education, New York, McGraw-Hill Book Company, 1959.

ninth grades are segregated in a building (or portion of a building) by themselves, possess an organization of their own that is distinct from the grades above and the grades below, and are taught by a separate corps of teachers.

Internal Organization. The organization within a single school as opposed to organization involving several schools or a system.

Department. An administrative unit within the junior high school giving instruction in a particular subject, such as the English or Physical Education Department.

Department Head or Chairman. A member of the staff of the junior high school assigned the responsibility for guiding the activities within the department.

Division. An administrative unit within a school which combines two or more subjects which have a logical or common relationship.

Division Head or Chairman. A member of the staff of the junior high school assigned the responsibility for guiding the activities within the division.

Purpose based organization. The purposes or aims of the institution are the basis for the organizational pattern.⁹

Process based organization. Subject matter dictates the organization and curriculum.¹⁰

III. PURPOSE OF THE PROJECT

The purpose of this research project was to determine the existing

⁹Skogsberg, loc. cit.

¹⁰Ibid.

organizational patterns used in the intra-school administrative hierarchy. It was anticipated that this study would provide information as to the need for internal reorganization of the junior high school, and criteria for that reorganization.

IV. DELIMITATIONS

This study was confined to the public junior high schools identified by their respective state departments of instruction and/or educational authorities as having exemplary organizations and those schools visited at random by the writer. The schools visited were in Salt Lake City, Utah; Las Vegas, Nevada; South Gate, California; Huntington Park, California; Pasadena, California; Arcadia, California; Long Beach, California; Glendale, California; and Los Angeles, California.

V. DESIGN AND METHODOLOGY

Design format. The researcher anticipated that this study would provide some possible answers to the following questions:

1. Is there a need for departmental organization in the junior high school?
2. If the department head is needed in the junior high school, what qualifications for selection are appropriate? What are the duties of the department head?
3. If the department head is not the appropriate organizational pattern for junior high schools, what is?

4. What is an effective administrative span of control in a junior high school faculty?
5. Can the organizational structure be such that the attention can be focused on the total experiences of the students?

Population and sample design. On the assumption that instruction was facilitated or hindered by the administrative organization of the school, a sample of schools engaged in administrative innovations was needed in order to obtain an overview of organizational practices and trends. This was accomplished by writing to the Director of Secondary Education, or an appropriate person, in the state department of instruction in the fifty states, and request that he identify the schools in his state which had done or were doing some organizational innovation.*

Some states supplied only a directory of their schools and this required additional correspondence in order to ferret out appropriate schools for this study.

The next source for identification of schools was the numerous professional organizations, research institutes and project centers across the nation. A letter was sent to each of these requesting names of innovative schools.**

Authors in periodicals and accepted junior high school authorities

*A copy of this letter is in the appendix.

**A copy of a typical letter was also placed in the appendix.

provided still another source of schools, one of whom proved more productive than all the others combined.

The above described procedure netted the names of two hundred and ten schools, representing thirty-eight states, which were purported to be doing some organizational innovation.

The population in this research consisted of the principals of the junior high schools so identified and those visited at random by the researcher during the development of background information.

Observational design. Data which were pertinent to this problem were obtained via the following procedures.

1. The researcher perused the past research, articles in periodicals, and surveyed the books in educational administration, behavioral sciences and management.
2. Developed a bibliography concerning the department head, division head, and administrative organization.
3. Established dialogues with advocates of specific organizational concepts.
4. Visited several (thirteen) junior high school in three states (Utah, Nevada, and California) and conducted personal interviews with principals, department heads, and coordinators. Sensitivity to personal bias was maintained during these interviews.

After building up the aforementioned background, the writer developed a questionnaire which was designed to obtain a rationale, description, duties, and/or schematic of the internal organization of

the schools identified in the preceding paragraph on population and sample design.

A trial questionnaire was sent to six junior high school principals in three school districts. The researcher discussed with each principal the desired outcome of the project and asked him to evaluate the questionnaire in those terms. The questionnaire was then revised taking into consideration the comments and recommendations of the evaluators.

VI. ORGANIZATION DESIGN

The organization of the dissertation is as follows:

Chapter I: The Problem and its Ramifications

Chapter II: Related Research and Literature

Chapter III: Analysis of Data

Chapter IV: Exemplary Junior High School Organizations and
Criteria for Organization

Chapter V: Summary, Conclusions, and Recommendations

CHAPTER II

RELATED RESEARCH AND LITERATURE

A large body of information concerning organizational theory was found in the writings and research of the behavioral scientists and management consultants. This literature afforded the researcher a non-educationally oriented viewpoint of organizational requirements and needs which could be applied to the public schools.

The literature concerning the department head originated from two sources. One source was the opinions of authors in periodicals and textbooks. These people had had experience as a department head, administrator or a professor of education. Empirical studies on the role and characteristics of the department head constituted the other source. There had not been a large amount of research done on this subject, but there was enough to indicate what the trends were.

I. ORGANIZATION FOR CURRICULUM IMPROVEMENT

As early as 1940, reference was made in the literature to organizational patterns. Spears prognosed the following:

The curriculum movement's oversight of the administrative implications of reorganization promises to be its undoing.¹

In 1946, Raubinger's study also emphasized the interrelationship of organization and curriculum improvement:

It likewise began to be evident--that basic reconstruction of the curriculum is closely connected with the problem of

¹Harold Spears, The Emerging High School Curriculum, American Book Co., New York, 1940, p. 385.

organization and administration.²

Authors of educational textbooks had also been guilty of neglecting the function of organization. In a very provocative book, Griffiths³ and his colleagues claimed that a review of the standard texts in educational administration indicated an almost complete lack of concern for that problem.

As was stated in Chapter I, the main responsibility of the principal was improving the curriculum. Miller⁴ concurred with that and also stated that when change in an organization did occur, it occurred from the top down and not from the bottom up. McCleary and Hencley substantiated the need for the principal to lead out by stating the following:

The leadership approach to instructional improvement is based on the premise that instruction can best be improved at the school building level with effective guidance from the building administrators.⁵

The literature cautioned the researcher that it was not always easy for the principal to assume that leadership, because too often the

²Frederick M. Raubinger, "Certain Aspects of Departmentalization in High Schools," Doctor of Education dissertation, Teachers College, Columbia University, 1946, p. iii.

³Daniel E. Griffiths, et. al., Organizing Schools for Effective Education, Interstate, Danville, Illinois, 1962, p. 10.

⁴J. C. Miller, "Towards a Theory for the Behavioral Sciences," American Psychologist, 10:525, 1955.

⁵Lloyd E. McCleary and Stephen R. Hencley, Secondary School Administration: Theoretical Bases of Professional Practice, Dodd-Mead and Co., New York, 1965, p. 127.

administrative tasks in the school operation loomed so large that they blocked the principal's view of the instructional field.⁶

As further evidence of the dilemma faced by the principal in his attempt to organize for curriculum improvement was the statement made by Van Norman:

1. The secondary school administrator must manage a great many, and often conflicting operations. However, he may delegate authority, he remains, as does the army company commander, responsible for all.
2. The sheer number of authoritative sources (bosses, if you will) in a position to define his role for him is very large and the hierarchy is poorly defined.
3. Principals must account to more people in various positions (and not simply satisfy them as customers) than do administrators in most other enterprises.
4. His basic mission is essentially vague; his fundamental raison d'etre is far from clear.
5. There is an imprecision in means used to measure his product.
6. The school administrator must govern in many areas where he does not have competence. Taken in toto, the list is impressive, the Kafka-like picture of a man assigned a task of great quantitative complexity by a large number of disagreeing authorities, to produce a product vaguely defined and impossible really to measure, but requiring the management of specialities in which he is ignorant.⁷

The task which faced the administrator was clearly defined by Lazarsfeld when he wrote:

1. The administrator must fulfill the goals of the organization.

⁶Harold Spears, Improving the Supervision of Instruction, Prentice-Hall, New York, 1953, p. 185.

⁷Royce Van Norman, "School Administration: Thoughts on organization and Purposes," Phi Delta Kappan, 47:315-16, February, 1966.

2. The administrator must make use of other people in fulfilling these goals, not as if they were machines, but rather in such a way as to release the initiative and creativity.
3. The administrator must be concerned about morale and the idea that under suitable conditions people will do better work.
4. The administrator must build into his organization provisions for innovation, for change, and for development.⁸

Simbert and Dykes set forth much the same but added:

Man must build into his institutions those characteristics which will assure their evolution in pace with social and cultural change.⁹

Another factor that complicated the principal's task of implementing curricular improvement was pointed out by Van Norman when he said that the principal was required to manage specialities in which he was ignorant.¹⁰

McCleary and Hencley supported this idea:

He will likely have specialized in a subject matter field as a teacher; however, his capacity to learn new fields of application quickly and to depart from the narrow confines of specialization will lead him to an interest in more general values and relationships.¹¹

The literature suggested then, that the approach to curriculum improvement should be a team approach which utilized the competencies of both the generalists and the specialists.¹²

⁸Paul F. Lazarsfeld, "The Social Sciences and Administration: A Rationale," *The Social Sciences and Educational Administration*, Edmonton, University of Alberta, 1963, p. 3.

⁹E. D. Stimbert and Archie R. Dykes, "Decentralization of Administration," *Phi Delta Kappan*, 46:174-7, December 1964.

¹⁰Van Norman, *op. cit.*, p.315.

¹¹McCleary and Hencley, *op. cit.*, p. 359.

¹²*Ibid.*, p. 84.

The very word "team" connoted organization of some sort. The task that faced education required that attention to organization was mandatory. Donald H. Ross of the New York State Education Department described the changed assignment of education in the following:

The school enterprise is bigger and more expensive than ever . . . Education is a more complicated process with greater promise than ever dreamed of before . . . Schools are expected to serve more people. Schools are expected to do things never before considered responsibilities of educational institutions, and to do deeper, more effective jobs in terms of traditional educational purposes . . . More informal operational democracy is demanded by school administration - both in terms of working with the public and working with the staff.¹³

Summary

The essential keystone to curriculum leadership by the principal was the development of an organizational pattern that provided him with the necessary curriculum expertise, assistance with administtrivia, and appropriate staff involvement.

II. RATIONALE OF ORGANIZATION

In his book, Modern Organizations, Etzioni¹⁴ described our society as an organizational society. This was in contrast to earlier societies, for the modern society placed a high moral value on rationality, effectiveness, and efficiency. But all that enhanced rationality reduced happiness and not all that increased happiness reduced efficiency.

¹³Donald H. Ross, Some Arguments for Requiring a More Rigorous Professional Preparation for the Chief School Administrators, Cooperative Development of Public School Administration, Albany, N. Y., 1954, p. 6-18.

¹⁴Amitai Etzioni, Modern Organizations, Prentice-Hall, Inc. Englewood Cliffs, New Jersey, 1964, p. 1.

Fundamental in organization literature was the fact that organizations were social units (or human groupings) deliberately constructed to seek specific goals.¹⁵ The goal of education was to produce a "certain type of trained capacity."¹⁶

One of the few education writers to discuss organization was Katz. He referred to the requirements society has placed on its institutions when he wrote:

Modern societies require considerable specialization in the labor which individuals perform, and complex organizations serve to coordinate the efforts of such specialists.¹⁷

But, earlier in the same article, Katz had pointed out that diversification was also an element of school organization. He wrote:

Diversification is reflected in the social structure of schools, notably in the existence of patterns of autonomy incorporated into the very structure of schools.¹⁸

Two groups of educational writers, McCleary and Hencley, and Griffiths, et al, ventured significantly into the area of school organization. Their comments which described some organization fallacies were strikingly similar. McCleary and Hencley¹⁹ said there are:

1. Organizations by personality which claimed that good people made the organization, organizations by the whole staff.

¹⁵Ibid., p. 3.

¹⁶Talcott Parsons, "Suggestions for a Sociological Approach to the Theory of Organization," Administrative Science Quarterly, 1:65,

¹⁷Fred E. Katz, "The School as a Complex Social Organization," Harvard Educational Review, 34:435, Summer, 1964.

¹⁸Ibid, p. 429.

¹⁹McCleary and Hencley, op. cit., p. 167-8.

2. "The team" approach where decisions were left up to the staff, thus the freedom was lost for each individual to assume responsibility and take direct and independent action.
3. Organizations by the traditional practice where the "closed-mind" attitude prevented the possibility of improvement.

Whereas, Griffiths and his colleagues stated that organizational issues were being evaded when claims were made that:

1. The man determines the organization . . . the vast majority of individuals in managerial situations are neither powerful enough to raise an organization far above its organized potentiality nor weak or perverse enough to destroy an organizational structure.
2. Status Quo determines the organization . . . people who are already on the job.
3. Administration by the gang . . . no person felt or assumed an individual responsibility for anything other than the strictly routine.
4. Practical man fallacy . . . there is a very general feeling that to be hazy and opportunist about organization is in some mysterious way "practical", while to try to draw up proper charts and procedures is somehow "theoretical".²⁰

Organization needed to be defined or characterized. Dale gave the researcher some descriptive criteria when he wrote the following:

Organization is a planning process. It is concerned with setting up, developing and maintaining a structure or pattern of working relationships of the people within an enterprise. It is carried on continuously as changes in events, personalities and environment require. Thus organization is dynamic. However, the resulting structure is static, i.e., it reflects the organization only as of a given moment of time.

Organization is the determination and assignment of duties to people so as to obtain the advantage of fixing responsibility and specialization through subdivision of work.

Organization is a plan for integrating or coordinating most effectively the activities of each part of the enterprise so that

²⁰ Griffiths, et al, op. cit., p. 15-16.

progress relationships are established and maintained among the different work units and so that the total effort of all people in the enterprise will help accomplish its objectives.

Organization is a means to an end. Good organization should be one of the tools of accomplishing the company's objectives, but it should not become an objective in itself.²¹

In their writings about organization, Koontz and O'Donnell stated that there had to be logic to the organization, and that it could be accomplished by proceeding via the following steps:

1. Establishment of enterprise's objectives.
2. Formulation of derivative objectives, policies, and plans.
3. Determine activities necessary to execute these policies and plans.
4. Enumeration and classification of the activities.
5. Group activities in light of human and material resources available and the best way of using them.
6. Assignment of authority to perform activities.
7. Tying these groupings together horizontally and vertically through authoritative relationships and information systems.²²

Summary

Our society expects its institutions to be so organized as to be effective and efficient. However, to do this, educational institutions need to overcome fallacious thinking concerning organization. The sub-structure of a school can be organized to provide a pattern of working

²¹Ernest Dale, Planning and Developing the Company Organization Structure, American Management Association, New York, 1955, p. 14.

²²Harold Koontz and Cyril O'Donnell, Principles of Management, McGraw-Hill, New York, 1964, p. 213.

relationships where authority and responsibility are specifically assigned while still fostering creativity and innovation.

III. BASIC ELEMENTS IN ORGANIZATION

The area of organization was so broad that it was necessary to narrow it down for this study to some basic elements which could be applied to school organization. These elements were: (1) patterns for organization, (2) decision making, (3) span of control, (4) the department head organization, and (5) emerging concepts.

PATTERNS FOR ORGANIZATION

Organization for purpose or task. Function and structure had a cause and effect relationship. This principle applied to institutions as well as to living organisms. Efficient operation depended upon having a functionally related organizational base. Purposes, or the mission assigned, were externally applied, whereas the tasks were the activities necessary to accomplish the purposes.²³

The fact that an almost universal task-based model of organization has existed in education has prevented real curriculum improvement from happening in the schools. According to Skogsberg²⁴ that concentration on the process has encouraged vested interests via subject matter departments, maintained courses in the curriculum long after they had lost their usefulness for pupils, and mistakenly, recognized the means of

²³McCleary and Hencley, op. cit., p. 170

²⁴Alfred H. Skogsberg, "Basing Staff Organization on Purpose", The Phi Delta Kappan, 36:213-14, March, 1965.

education for its ends.

Austin, French, and Hull suggested that there were two weaknesses in the current process based organizational patterns.

They were:

1. For the major part of the program - the "academic" part, schools are organized on a process basis although there is good reason to believe that the institutions exist primarily to achieve purposes which are not identical with the processes now being stressed.
2. We do not retain the process basis throughout the whole institution, but shift toward a purpose organization when we enter the areas of "nonacademic" and vocational education.²⁵

Writers in the behavioral sciences gave some additional impetus to the purpose oriented approach to administration, typical of which was Lepawsky's suggestion that:

. . . the main task is to choose a major factor that is intrinsic to the main objective of the organization, and then see that the unifunctional choice is carried out as consistently as possible.²⁶

Formal and Informal Organization. The literature pointed out that in every institution there was a formal organization and an informal organization. Etzioni described them in the following manner:

Formal organization is the pattern of division of tasks and power among the organizational position, and the rules expected to guide the behavior of the participants as defined by management.

Informal organization is the human relations element, that which goes beyond the formal structure.²⁷

²⁵ D. B. Austin, Will French, and J. D. Hull, American High School Administration: Policy and Practice, Holt, Rinehart, and Winston, New York, 1962, p. 160

²⁶ Albert Lepawsky, Administration, Knopf, New York, 1949, p. 387.

²⁷ Etzioni, op. cit., p. 20.

Barnard stated basically the same concepts when he wrote:

The difference between formal and informal organizations is that which the former is a system of consciously co-ordinated activities, the latter is unconscious, indefinite, and rather structureless.²⁸

In the 63rd yearbook, the National Society for the Study of Education listed what they considered to be the fundamental concepts of the formal organization. They were: (1) The task or job, (2) the position or grouping of tasks, (3) Authority relationships: who may legitimately initiate action for whom. Connect all in hierarchical form, and (4) Department or administrative unit.²⁹

The informal organization performed several positive functions for the formal organization, according to Barnard:

1. Communication of intangible facts, opinions, suggestions, and decisions that cannot pass through formal channels without raising issues calling for decisions without dissipating dignity and objective authority, and without overloading the executive position.
2. Maintain cohesiveness in formal organization through regulating the willingness to serve and the stability of objective authority.
3. Maintenance of the feeling of personal integrity, of self-respect, of independent choice; a means of maintaining the personality of the individual against certain effects of the formal organization which tend to disintegrate the personality.³⁰

²⁸Chester I. Barnard, The Functions of the Executive, Cambridge, Howard University Press, 1938, p. 59

²⁹The National Society for the Study of Education, 63rd Yearbook, 1964, p. 243.

³⁰Barnard, op. cit., p. 58.

In any organization, communication was a very important element. Simon,³¹ found that informal channels were much more important in the transmission of information than was the formal procedure.

According to Urwick,³² the proper or official channels were used to confirm and record agreements reached by a quicker and friendlier means of communication. If an officer had to use them before that point was attained, it was regarded as a confession of failure.

Line and Staff Organization. Arguments about line and staff organization were in abundance in the literature, but no matter what organizational pattern was used, in the words of Dubins, "The Problem is not to destroy authority or get rid of leadership The real problem is to make leadership and the exercise of authority operate according to the accepted values and beliefs of society." ³³

There was some dissatisfaction found with the line and staff concept of organization, the greatest of which was that it seemed to restrict the creativity of individuals. This was due to the need for following the hierarchial chain of authority. But, according to Weber,³⁴ there was only one major structure of authority and that was the line.

³¹Herbert A. Simon, Administrative Behavior, New York, Macmillan Company, 1957, p. 129.

³²Lyndall Urwick, The Elements of Administration, New York, Harper Bros. 1943, p. 36.

³³Robert Dubins, Human Relations in Education, New York, Prentice-Hall, 1951, p. 229.

³⁴Max Weber, The Theory of Social & Economic Organizations, Trans. A. M. Henderson & Talcott Parsons, ed. Talcott Parsons, New York: Free Press of Glencoe, Inc., 1947, p. 85.

In his bureaucratic model, Weber further suggested that to be effective and efficient as an organizational instrument, a modern organizational structure required bureaucratic authority.³⁵ Weber clarified his definition of bureaucratic when he wrote, "Authority is traditional when the subjects accept the orders of superiors as justified on the grounds that it is the way things are always done; and as rational legal, or bureaucratic, when the subjects accept a ruling as justified because it agrees with a set of more abstract rules which they consider legitimate."³⁶

Griffiths, et al, supported the line and staff concept when they affirmed that it underlay all organization. They added that the necessity for allocating responsibility and authority among individuals was axiomatic, but the criteria for determining that allocation should be the functions and purposes of the institutions.³⁷

The line and staff concept which, for all practicable purposes, was case aside during the so called "democratic" period in administration, had in it a validity that should not be lost, for according to Campbell, et al, "The increase of knowledge and demand for efficiency in the organization require more specialization of work.

³⁵Ibid, p. 337.

³⁶Ibid, p. 52.

³⁷Griffiths, op. cit., p. 32.

We know of no way by which a formal organization can be made accountable to the larger society except through a hierarchy."³⁸

Summary

The purposes of the school needed to be identified and then an organization pattern developed to accomplish them. But, no matter what formal organization was used, there was always an informal pattern. The wise administrator utilized both of them to reach decisions and maintain communications with his staff.

The line and staff concept of organization was criticized abundantly, but all organizations must be responsible to someone, and society, as well as school district officials, still holds the principal responsible for his school.

DECISION MAKING

To anyone who had read the literature in the behavioral and social sciences, it was obvious that there had been a change in the administrative process. On the one hand, groups had become more aggressive and insisted on involvement in decisions which affected them. Gregg reported that:

Groups (teachers) want more chance to participate in making decisions that affect their activities and opportunities. It was found that by giving groups an opportunity to participate, administrators not only get more cooperation in implementing the choices that are made, but also may get better quality decisions.³⁹

³⁸Roald F. Campbell, Larvern L. Cunningham and Roderick F. McPhee, The Organization and Control of American School, Charles E. Merrill Books, Inc., Columbus, Ohio, 1965, p. 241.

³⁹Russell T. Gregg, "The Administrative Behavior," in Administrative Behavior in Education, Edited by Roald F. Campbell and Russell T. Gregg, New York, Harper & Bros., 1957, p. 278-280.

Whereas, on the other side of the issue, Dill, et al, writing in 1962, stated that:

We are discovering that the opportunity to participate in decision-making is not as highly prized as the first experiments led us to believe. Administrators are usually not just showing authoritarian attitude when they complain that the people who work for them are not interested in responsibility. Many studies show employees quite willing to let superiors make decisions for them.⁴⁰

Somewhere in-between these two sides was the true balance of group involvement, for as Simon wrote:

The purpose of organization is to compensate for the limited rationality of individuals. Of all possible alternatives, people perceive only a few. Of all possible consequences, they only predict a few and may be wrong at that.⁴¹

Whether it was group involvement or authoritarian method, the specific function of administration and basis for organization was to develop and regulate the decision-making process in the most effective manner possible. Griffiths pointed out that the administrator must organize and work with his staff to encourage decision-making without needless delay.⁴²

Herein lay the measure of administrative effectiveness, for as Griffiths and others pointed out:

The effectiveness of an administrator in an institution is inversely proportional to the number of final decisions which he must make as an individual.⁴³

⁴⁰William R. Dill, Thomas L. Hilton and Walter R. Rutman, The Managers, Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1962, p. 94-96.

⁴¹Herbert A. Simon, Models of Man, New York, John Wiley & Sons, 1957, p. 197-198.

⁴²Daniel S. Griffiths, Administrative Theory, New York, Appleton-Century-Crafts, Inc., 1959, p. 71-91.

⁴³Ibid, p. 59.

Griffiths then wrote:

The fewer the number of hierarchical levels in institutions with similar personnel and purposes, the more effective is the decision making process.⁴⁴

Summary

There was a belief that our schools are too structured, and that the traditional administrative hierarchy had lost its usefulness. Maybe so, but the problem remained as observed by the writer having served both as a teacher and administrator, that the majority of teachers did not want to be bothered with making decisions other than those relating to their classroom. Then after a decision was reached, if it was disagreeable to them, they began carping.

In order to develop effective decision-making and policy determination, the people directly related to an issue should be brought together to solve the problem. If this called for horizontal as well as verticle movement, then so be it. This would be one way to solve the problem and also motivate the teachers. The important thing was to forget about seniority and organize to get the job done. Such involvement did not mean abrogation of administrative authority. Instead, it should be looked upon as stronger leadership through the participation and contribution of many fine minds under the guidance of the designated administrator.

SPAN OF CONTROL

⁴⁴Ibid.

The subject of span of control or management was not necessarily a new concept since basically the same theory was taken into account in Moses' time when he appointed men to be rulers of tens, fiftys, hundreds, and thousands.⁴⁵ In other words, Moses was directed to establish ten as a maximum "span".

But, insofar as organizational literature was concerned, General Sir Jan Hamilton first focused attention on the idea in 1921 when he wrote:

. . . the smaller the responsibility of the group member, the larger may be the number of the group and vice versa, . . . the nearer we approach the supreme head of the whole organization, the more we ought to work towards groups of six.⁴⁶

A more contemporary writer, Etzioni,⁴⁷ expressed much the same thing when he said that every five or six workers needed a first-line supervisor. He also stated that by following this concept that the whole organization could be controlled from one center of authority without having any one supervisor control more than five or ten subordinates.

The key elements in the span of control concept was stated succinctly by Urwick when he wrote:

. . . reduce the overload of less important daily duties, thus giving himself (the administrator) time for reflections as well as for personal contacts with his organization. These are

⁴⁵Exodus 18:17-26.

⁴⁶General Sir Jan Hamilton, The Soul and Body of an Army, London, Edward Arnold & Co., 1921, p. 229.

⁴⁷Amitoi Etzioni, Modern Organizations, Prentice-Hall, Inc., Englewood Cliffs, New Jersey, 1964, p. 23.

the mainspring of leadership, the "personal touch" which makes the executive a . . . leader.⁴⁸

Schools were established to educate or train people. These were their general goals. Each institution identified its specific goals, and set up an organization to meet them. It was axiomatic that institutions had tried to be as efficient as possible in accomplishing these goals. According to Griffiths, et al,⁴⁹ the short span of control was an efficient pattern designed primarily to achieve organizational goals.

In addition to his comment above, Urwick⁵⁰ stated that the leader with a broad span of control did not have the time to provide real leadership and frustrated the very mutuality he was trying to cultivate by being so overburdened that he was not readily accessible to his subordinates. He also expressed the belief that a limited span of control need not result in "administrative distance" unless the official channels of communication had become the only channels.

In recent years several authorities on organization and administration have written that most of the presently accepted principles of administration were unscientific. In his book Administrative Behavior written in 1947 and revised in 1950, Simon⁵¹ stated that the currently accepted principles of administration were ambiguous and mutually contradicting proverbs. For instance, it had been stated that it was

⁴⁸Lyndall F. Urwick, "The Manager's Span of Control", Harvard Business Review, May-June 1956, Vol. 34. p. 39.

⁴⁹Daniel E. Griffiths, et al, Organizing Schools for Effective Education, Interstate, Danville, Illinois, 1962, p. 34.

⁵⁰Urwick, op. cit., p. 45.

⁵¹Herbert A. Simon, Administrative Behavior, New York, The Macmillan Company, 1950, p. 240.

efficient administration to keep the number of persons supervised (span of control) at any given level to a small number. However, it was also an accepted principle that the administrative efficiency was improved by keeping to a minimum the number of levels through which a matter must pass before it was acted upon. How then was it possible to keep the span of control small and hold the number of levels to a minimum? Several other authors asked this same question and expressed much criticism. Koontz and O'Donnell put it this way: "You have a place in which good people can grow rather than stagnate when you discard this traditional idea of span of authority." ⁵²

They further stated that the establishment of levels is expensive and they complicate communications, planning and control. ⁵³

The criticisms that appeared the most effective and influenced this writer concerned the human element in organizations. Whyte believed that the gain in productivity achieved by overspecialization and its twin brother, overcentralization of authority, had been lost in the debilitating and enervating effects they had had on employee morale and willingness to cooperate. ⁵⁴

⁵²Harold Koontz, and Cyril O'Donnell, Principles of Management, New York, McGraw-Hill Book Co., Inc., 1955, p. 98.

⁵³Ibid., p. 219.

⁵⁴William H. Whyte Jr., and the Editors of Fortune, Is Anybody Listening? New York, Simon and Schuster, 1952, p. 129.

Additional human characteristics which suggested a broader span of control was the best were identified by Dale. They were:

1. The desire of executives to have access as high as possible. as a means of advancement and a sign of status.
2. A natural tendency on the part of executives to take a personal interest in as many aspects of their job as possible, the lack of trust in the ability of subordinates, the fear of possible rivals and the desire of power.
3. The danger of overly-close supervision which may discourage initiative and self-reliance.
4. The need to keep the chain of command as short as possible.⁵⁵

Urwick, whom this researcher found to be the strongest advocate of the span of control concept, stated that when the principle was recognized as valid, it had pointed the way to simple changes in the organizational structure that were suffering from maladjustment, one of which was overstraining an administrator's capacity by having to deal with too many subordinates directly.⁵⁶

Urwick continued to exhort his belief that the span of control concept would work when he pin-pointed the source of trouble or concern. It was usually traced to an insufficient appreciation on the part of the chief administrator that leadership had other functions beside the administrative functions of representation, initiation, and interpretation; the other functions were related to the need for him to see the enterprise also as a social group.⁵⁷

⁵⁵Ernest Dale, Planning and Developing the Company Organizational Structure. New York, American Management Association, 1955, p. 52.

⁵⁶Urwick, op. cit., p. 42.

⁵⁷Ibid., p. 44.

Much criticism was apparently based on two misconceptions. They were (1) that the span of control resulted in "administrative distance", and (2) "official channels" were the only channels of communication. Urwick hypothesized:

. . . the cure for "administrative distance" is not to extend the executive's span of authority beyond what he can reasonably handle in order to reduce the number of levels. Rather, the method is to insure (a) that at each level the executive has a pattern of organization which enables him to devote ample time in getting to know and understand his immediate subordinates, and (b) that he regards maintaining such personal contacts as one of his principal duties. (leader before administrator) 58

Summary

Proponents of the span of control concept contended that for efficient administration no one supervisor should control more than five to ten subordinates. Whereas, those who disagreed with this concept argued that additional hierarchial levels complicated communications, and slowed down the decision-making process by limiting the opportunity for democratic participation. However, efficiency and democratic participation were not at opposite ends of the continuum. There was no greater stimulant of morale than a collective awareness of efficiency. There was nothing which deteriorated morale more quickly and more completely than poor communications and indecisiveness. There was no condition which more readily produced a sense of indecision among subordinates or more effectively hampered communication than being responsible to a superior who had too wide a span of control. So, the pressing need of the principal was to have an organizational pattern at each level that would

⁵⁸Ibid.

reduce the number of subordinates with whom he had decision-making relationships and thus free his time for making personal contacts with them.

DEPARTMENTAL ORGANIZATION

The departmental organization and the resultant headship have existed solely for the improvement of the quality of classroom instruction. But, depending on what research or articles were read, it was either a flop or a potentially great contribution to education. An extensive review of the literature gave the researcher another dose of conflicting opinions.

In 1929, Newlon wrote that departmentalization put the major emphasis on subject matter and not on the education of the pupil. He further stated that its practice should be reduced to an absolute minimum and that a better plan of administration and supervision was feasible.⁵⁹

In 1930, Koch did a study on the department head which secured data from 171 high schools in 114 cities in 31 states. Writing in the School Review in 1930 he said:

A fair statement of the conclusions of most writers who deal specifically with the professional possibilities of the headship is that, other things being equal, the position will produce favorable results directly proportional to the degree

⁵⁹Jesse H. Newlon, "Creative Supervision in High Schools," Proceedings, Department of Secondary School Principal, 1929, pp. 24-25.

of freedom from routine obligations which the administrative authorities permit it to enjoy.⁶⁰

So, as far back as 38 years ago there was a difference of opinion concerning the departmental organization. There had not been a large amount of research done on the subject, especially on the junior high level, and much of the literature referred to the high school or the secondary school in general.

The organization of the literature concerning the department head was as follows: (1) a review of the research, both pro and con; (2) a review of the periodical articles and textbooks, both pro and anti-department head; (3) method and criteria of selection of the department head; (4) duties of the department head; and (5) remuneration.

Review of the research. The superintendents of Koch's study had three main objections to the department head. They were: (1) the work could be done more effectively otherwise; (2) the position tends to destroy the unity of the organization; and (3) increased expense with no evidence justifying the cost. The principals in Koch's work believed that the department head rendered a real service, mainly because the principal could not do everything. But, they said that department heads with executive ability were hard to find.⁶¹

⁶⁰Harlan C. Koch, "Some Aspects of the Department Headship in Secondary Schools," School Review, 38:263, April 1930.

⁶¹Ibid. pp. 264-265.

The next piece of research was a study done at Columbia in 1946 by Raubinger. He found that 167 (97%) of the 179 schools studied utilized the departmental headship. But, the interesting fact brought out was that 88 of the principals (53%) were dissatisfied with such an organization. The other 77 (47%) approved the pattern.⁶²

In order to determine what was being done in relation to the department head, the Rochester, Minnesota, Public School System conducted a survey in 1959. That survey covered 208 school systems in 208 cities of the United States. In summarizing that study in the Bulletin of the National Association of Secondary School Principals, King and Moon said that the practice was still widely used; that 70% of the systems studied had department heads. They observed some trend toward the division type organization. They concluded that leadership in improving instruction was needed and that the department head was capable of performing such a role.⁶³

The emergence of the division plan caused Thomas to compare the departmental plan and the division plan. He found that the organizational principles which operated better in departmental organized schools dealt with supervision, communication, coordination, accountability, homogeneity of responsibilities, essential programs, and functions of

⁶²Frederick M. Raubinger, Certain Aspects of Departmentalization in High Schools: A Report of a Type Project, Unpublished doctor's thesis, Teachers College, Columbia University, New York, 1946, p. 47.

⁶³Fred M. King and James V. Moon, "The Department Head in the Public Secondary School," The Bulletin of the National Association of Secondary School Principals, 44:20-24, March, 1960.

specialists. The one principle that appeared to operate better in division organized schools dealt with continuous and cooperative evaluation and redirection of the organization.⁶⁴

Three former high school principals studied the perception of the position of department head by principals, teachers, and department heads in companion studies at the University of Indiana in 1966, which included 94 schools in 19 states. Those three researchers, Buser, Brenner, and Ciminillo, found that:

1. There was no trend away from the use of department heads.
2. There was no trend to combine several subject areas into division for the purpose of assigning supervisory and administrative responsibility.
3. There was no widespread dissatisfaction with the departmental headship organization.
4. A close examination of the department head position is necessary.
5. Leadership ability is the most important single characteristic of effective department heads.
6. There was no model organization used in lieu of departmentalization in the schools that did not have departmental organizations.
7. The principals of schools that employed department heads saw the functions of department heads as both administrative and supervisory, although as somewhat more supervisory than administrative.

⁶⁴Donald M. Thomas, A Study of Teacher Behavior to Determine the Extent to which Department and Division Secondary School Organizations Meet a Pre-Determined Criterion, an unpublished doctoral thesis, College of Education, University of Illinois, Champaign, 1964, p. 110

8. Teachers and department heads found the operational effectiveness of the departmental organization less effective than did the principals.⁶⁵

In 1967, the Champaign, Illinois, Community School District conducted a survey of 285 secondary schools in the state of Illinois as part of a general theme of throwing the spotlight on the department chairman as an instructional leader. One hundred eight junior high schools replied, giving the researcher his first strictly junior high school data, and 74% of them utilized department chairmen. Only 3% were organized into divisions, and 17% had no department chairmen.⁶⁶

In a personal interview with Dr. Theron Freese, Assistant Superintendent for Instruction of the Long Beach, California school district the researcher was given the data from a project that that district had just completed in regards to the department head practices of California's twenty-five largest school districts. It was found that thirteen (52%) of the districts had the position of department head in their junior high schools, whereas 12 (48%) did not.⁶⁷

Review of articles in periodicals. "Something has to suffer and it is generally the improvement of instruction," wrote Kammerer in 1948.

⁶⁵Donald C. Manlove and Robert Buser, "Department Head: Myths and Reality," The Bulletin of the National Association of Secondary School Principals, 40:101-104, November, 1966.

⁶⁶Correspondence with Robert L. Cooley, Assistant Superintendent for Instruction, Champaign Community Schools, Champaign, Illinois, July, 1967.

⁶⁷Long Beach Unified School District, Practices of California's Largest School Districts in Dealing with Certain Salary Scheduling Questions and Related Issues, March, 1967, p. 4.

He went on to say that the department head was usually busy assuming responsibilities delegated by the principal (contests, programs, etc.) rather than working on instruction.⁶⁸ The reason for the failure of the department head plan, according to Kammerer, was a lack of administrative understanding and a sound philosophy of secondary education on the part of secondary school principals.⁶⁹

Some writers expressed the view that department heads should have the authority to supervise the teachers within the department. Only then would those who do similar work be united to function as a team. Thus wrote Skolnik in 1950. He further hypothesized that the teachers preferred the supervision of the department head to that of the principal.⁷⁰

The supervisory role of the department head was emphasized by Hammock, and Owings when they stated that only through careful, painstaking, and constant attention to the conditions of supervisory effort could the plan escape the stigma of emphasizing vested subject matter over the objectives of the whole school.⁷¹

⁶⁸C. W. Kammerer, "Head of Department: Just Try to Find Time for it." Clearing House, 23: p. 6, September, 1948.

⁶⁹Ibid., p. 8.

⁷⁰David Skolnik, "The Case for the Department Head," Education, 71:47-50, September, 1950.

⁷¹Robert C. Hammock and Ralph S. Owings, Supervising Instruction in Secondary Schools, McGraw-Hill Book Co., Inc., New York, 1955, p. 82.

Three important advantages of having the department head as supervisor were identified by Hipps. The first was that the department head was usually more accessible to the members of the department than was most any other type of supervisor. Secondly, the department head was himself engaged in teaching. Third, and the most important advantage was the department heads mastery of the subject matter.⁷²

Two more articles on the supervisory role of the department head appeared in 1965. One was by a former department head and who was now a junior high school principal, Paul B. High. He wrote that the department head performed very important supervisory services, such as: 1-classroom observation and evaluation; 2-helping new teachers; 3-department meetings; 4-motivating professional growth; and 5-curriculum development. He also stated that department heads constituted a desirable group for a principal's cabinet or staff council.⁷³ The second article suggested that principals must admit that the larger secondary school curriculum had become so broad that they had to rely on an approach that incorporated real utilization of the department head.⁷⁴

⁷²Melvin C. Hipps, "Supervision: A Basic Responsibility of the Department Head," Clearing House, 39:487-91, April, 1965.

⁷³Paul B. High, "The Supervisory Role of the Department Head," Clearing House, 40:213-15, December, 1965.

⁷⁴Jim L. Kidd, "The Department Headship and the Supervisory Role," The Bulletin of the National Association of Secondary School Principals, 49:70-75, October, 1965.

Methods and criteria of selection of the department head. The selection of the department head was the subject of Clemment's article in 1961, in which he listed the advantages and disadvantages of five types of selection procedures. The five procedures were, 1- seniority; 2- principal's recommendation; 3- the department chooses; 4- vacancy announcement; and 5- rotating department head. He recommended that the selection based on the principal's recommendation was the most desirable and that selection based on seniority was the least desirable.⁷⁵

The Champaign, Illinois school district found that 72% of the department heads in Illinois was appointed by the principal⁷⁶ and Stephenson said that appointment by the principal was the most justifiable method of selection.⁷⁷ He further summarized what qualities were to be sought in a department head. They were:

1. He is a master teacher.
2. He is familiar with each subject taught in his department.
3. He is recognized by members of the department as a leader in curriculum development.
4. He has the ability to work with people.
5. He has interest in the improvement of the department.⁷⁸

⁷⁵Stanley L. Clement, "Choosing the Department Head," The Bulletin of the National Association of Secondary School Principals, 45: p. 50, October, 1961.

⁷⁶Champaign, loc. cit.

⁷⁷Claude E. Stephenson, "Departmental Organization for Better Instruction," The Bulletin of the National Association of Secondary School Principals, 45: p. 10, December, 1961.

⁷⁸Ibid.

Duties of the department head. A review of four recent studies gave the researcher a good cross section of the duties of a department head. The duties which were identified in 50% or more of the junior high schools in the Champaign Study were as follows:

1. Leadership in instructional material (100%).
2. Call attention to new developments (99%).
3. Leadership in curriculum (96%).
4. Orientation of new teachers (89%).
5. Familiarize staff with community resources (61%).
6. Improve student evaluation (58%).
7. Written department evaluations (55%).
8. Coordinate with other departments (55%).
9. Prepare department budget (51%).
10. Develop in-service training programs (50%).⁷⁹

The studies by Buser, Brenner, and Ciminillo established significant lists of duties from 273 schools in 19 states. Over 90% of the principals marked the following as functions of department heads:

1. Provide leadership in the selection of textbooks.
2. Call attention to new ideas and developments within the field.
3. Exercise leadership in the development of departmental course objectives, syllabi, and content, as well as in the development to the total school curriculum.
4. Preside at departmental meetings.
5. Orient new teachers into the system.
6. Prepare written evaluations of the achievement and activities

⁷⁹Champaign, loc. cit.

of the department.

7. Conduct research and experimentation within their respective fields.
8. Work with teachers in improving their procedures for student evaluation.
9. Familiarize staff with community resources and facilities.
10. Develop and implement in-service training programs.
11. Order department supplies and equipment.⁸⁰

The Rochester, Minnesota, study identified a similar list and added a few more. They were: 1- Supervision of classes; 2- Advise the principal; 3- Interview teacher candidates; and 4- Help in assignment of classes to the teachers.⁸¹

Easterday's study of schools in Illinois, Indiana, Michigan and Ohio added more duties to the ever-expanding list. They were: 1- Act as liaison agent between department and administration; 2- Assist the substitute teacher; 3- Coordinates program with other schools and departments in the system; and 4- Participates actively in state and national subject matter organizations.⁸²

⁸⁰Manlove and Buser, loc. cit.

⁸¹King and Moon, loc. cit.

⁸²Kenneth Easterday, "The Department Chairman; What Are His Duties and Qualifications?," The Bulletin of the National Association of Secondary School Principals, 49: p. 82, October, 1965.

Remuneration. The Champaign study revealed that 45% of the junior high schools gave one or more periods of released time and that 49% gave the chairman a mean increment of \$291.00 per year. Twenty per cent of the schools gave both released time and an increment.⁸³

Data secured in the Rochester study showed the following practices:

Lighter teaching load and extra compensation---50%

Compensation only-----16%

Lighter teaching load only-----18%

Neither-----48%

The compensation ranged between \$100.00 and \$500.00 per year.⁸⁴

Easterday's study indicated that only 63% of the chairmen sampled received no extra remuneration of any type. Approximately half, 50.6% of the chairmen received both extra pay and released time. Only extra pay was received by 15.2% and 22.8% of the chairmen were relieved of some teaching duties only.⁸⁵

Summary

For several decades there has been a significant amount of controversy surrounding the use of the departmental organization in secondary schools. The research that has been done suggested that the department head has performed a valuable service, primarily because the

⁸³Champaign, loc. cit.

⁸⁴King and Moon, op. cit., p. 21.

⁸⁵Easterday, op. cit., p. 81.

principal was not able to do everything. The vast majority of schools still utilized the department head, although there was some dissatisfaction with it. Such dissatisfaction grew out of the inability of the department head to perform all his tasks as he should. But, this inability was caused by a lack of sufficient free time, remuneration and too much administrative work. This caused him to neglect his curriculum and instructional efforts.

Some authors suggested a trend toward a division plan, but the research reviewed for this study indicated that this was not so, and where the two plans were compared, the department head pattern was more effective.

Further research into the position of department head was needed in order to clarify its philosophical basis, duties, remuneration, and criteria for selection.

EMERGING CONCEPTS AND PATTERNS

The department plan has received increasingly severe criticism, criticism such as: (1) The department organization looked to the college specialists for leadership (Knowledge for its own sake); (2) The headship was a personal possession to be exploited; and (3) The plan was process rather than purpose oriented; there was a temptation to build vested interest of subject rather than upon changing behavior.⁸⁶

⁸⁶David B. Austin, Will French and J. Dan Hull, American High School Administration: Policy and Practice, Holt, Rinehart and Winston, New York, 1957, p. 166.

To replace the departmental plan, there were those who suggested that a division organization be established in which instructional units were created such as science, art, the humanities, physical education, foreign languages, and vocational education. The division heads were to work as closely as possible with each other in hopes of causing a higher degree of cross-division fertilization.

According to Shuman, the nature of the school determined which plan worked best. However, he said:

Where some department chairmen are supervising fewer than four teachers, the school should seriously consider the advisability of experimenting with a new means of administering the academic program. In some instances it may be advisable to maintain a system of department chairmen within large departments such as English and social studies, but to have division heads administer those smaller departments which can logically be classified under a single division.⁸⁷

Another organizational pattern was called the Instructional Team organization. The pattern was utilized at Old Orchard Junior High School in Skokie, Illinois, with good success. The procedure, described in Clearing House was as follows:

With our normal teaching load of six class periods in a nine period day, a team works with approximately 180 students. One math teacher, one science teacher, one language arts teacher and one social studies teacher are assigned to this basic instructional group of 180 students . . . a common planning period is provided for the teachers to ensure that this small team of teachers will have the opportunity to plan for, and to exchange insights about, their students . . . the teacher responsible for providing the leadership in meeting the objectives

⁸⁷R. Baird Shuman, "Departmental Chairmen or Heads of Divisions?" Clearing House, 40:431.

is the Instructional Team Coordinator.⁸⁸

The Instructional Team Organization promotes the improved professional performance of teachers and therefore of the educational program by:

- (1) Providing the means to integrate study.
- (2) Allowing teachers to know pupils better and, as a result, relate better to them and their parents.
- (3) Retaining the advantages of departmental organization.⁸⁹

A unique concept of organization was one proposed by Skogsberg, a junior high school principal in New Jersey. He suggested that the junior high school abandon the outmoded line-and-staff concept and departmentalization and move to a purpose based organization which would cut across subject matter lines. The five major purposes were stated as, citizenship, home and family living, life work, health, and guidance in the sense of the attainment of emotionally mature self direction. The major groups of the staff were purpose committees, not subject matter departments, each charged with the responsibility of assessing the total school effort in light of the purpose to be achieved.⁹⁰

Several other authors, (Austin, French, and Hull) also advocated that the department head be replaced with chairmen of groups that cut across the traditional department lines, or with coordinators of the various purposes whose authority lay between the principal and the department head. The main reason suggested was that whatever departmentalization

⁸⁸John P. Lovetere, "Instructional Team," Clearing House, 41:301, January, 1967.

⁸⁹Ibid., p. 303.

⁹⁰Alfred H. Skogsberg, "Basing Staff Organization on Purpose," The Phi Delta Kappan, 36:213-218, March, 1955.

there was should be directly related to the achievement of the various purposes for which any institution existed.⁹¹

The final emerging concept in this review was that of the pluralistic, collegial pattern of organization. This concept was at one end of the continuum and the traditional monocratic, bureaucratic concept was at the other end. In order for the reader to gain an insight into these two extremes, the researcher, has contrasted the assumptions underlying both the monocratic and the pluralistic concepts of administration.

Monocratic-Bureaucratic

1. Leadership is confined to those holding positions in the power echelon.
2. Good Human relations are necessary in order that followers accept decisions of superordinates.
3. Authority, and power can be delegated, but responsibility cannot be shared.
4. Final responsibility for all matters is placed in the administrator at the top of the power echelon.
5. The individual finds security in a climate in which the superordinates protect the interest of subordinates in the organization.
6. Unity of purpose is secured through loyalty to the superordinate.

Pluralistic-Collegial

1. Leadership is not confined to those holding status positions
2. Good human relations are essential to group production and to meet the needs of individual members of the group.
3. Responsibility, as well as power and authority, can be shared.
4. Those affected by a program or policy should share in decision making with respect to that program or policy.
5. The individual finds security in a dynamic climate in which he shares responsibility for decision making.
6. Unity of purpose is secured through consensus and group loyalty.

⁹¹David B. Austin, loc. cit., pp. 160-163.

Monocratic-Bureaucratic

Pluralistic-Collegial

- | | |
|--|---|
| 7. The image of the executive is that of a superman. | 7. |
| 8. Maximum production is attained in a climate of competition and pressure. | 8. Maximum production is attained in a threat free climate. |
| 9. The line-and-staff plan of organization should be utilized to formulate goals, policies, and programs, as well as to execute policies and programs. | 9. The line and staff organization should be used exclusively for the purpose of dividing labor and implementing policies and programs developed by the total group affected. |
| 10. Authority is the right and privilege of a person holding a hierarchial position. | 10. The situation and not the position determines the right and privilege to exercise authority. |
| 11. The individual in the organization is expendable. | 11. The individual in the organization is not expendable. |
| 12. Evaluation is the prerogative of superordinates. | 12. Evaluation is a group responsibility. ⁹² |

IV. SUMMARY

As evidenced by the review of the literature, the improvement of instruction rested squarely on the shoulders of the principal. To carry out this function he needed to develop an organizational pattern that provided him with the necessary curriculum expertise, assistance with administrivia, the appropriate staff involvement.

The organization pattern selected should be one that was effective and efficient. To do this, the principal needed to overcome many fallacious

⁹²E. L. Morphet, R. L. Johns and T. L. Reller, Educational Organization and Administration, 2nd Edition, Prentice-Hall, Inc., New Jersey, 1967, pp. 103-110.

concepts concerning organization, one of which was that it was difficult for an organization to be efficient without losing some of its effectiveness. The literature suggested that a school's sub-structure can provide a pattern of working relationships where authority and responsibility are specifically assigned and still foster creativity and innovation.

The principal should determine the purposes of the school and then develop an organizational pattern to accomplish them. The line and staff concept was criticized often, but, since the principal was held responsible for the activities of the school, some formal organizational pattern was required. No matter what formal plan was used, there was always an informal structure, and the sage administrator preferred to reach decisions and maintain communications via the informal without resorting to the formal structure.

Some writers contended that the schools were too structured, and that the traditional administrative hierarchy had lost its usefulness. But, the problems as observed by the writer was that the majority of teachers did not want to be bothered with making decisions other than those relating to their classrooms.

To develop effective decision-making procedures, those people directly related to an issue had to be brought together whether through horizontal or vertical movement. Such involvement did not abrogate the authority of the principal, rather it was a stronger leadership through the participation and contributions of many fine minds under the guidance

of the designated administrator.

The span of control concept generated extensive debate. A span of no more than five to ten subordinates was established as the maximum with which an administrator should have decision-making relationships. The opponents of this concept argued that additional hierarchial levels complicated communications, and slowed down the decision-making process by limiting the opportunity for democratic participation. But, the convincing arguments established that by maintaining a small span of control the principal would be free for making personal contacts with his staff, and this was considered of prime importance.

The literature indicated that the vast majority of schools still utilized the department head organization, although there was some dissatisfaction with it. This dissatisfaction was based on the inability of the department head to perform as he was ideally designed to. But, that inability was caused by a lack of sufficient free time, remuneration and too much administrative work, thus he had no time or energy for curriculum or instructional efforts.

Several emerging organizational plans were noted. They were: (1) Division Plan; (2) Instructional Team organization; (3) basing the school's organization on the purposes of the school rather than on process; and (4) having a Pluralistic - Colligial pattern rather than the Monocratic - Bureaucratic plan.

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CHAPTER III

I. ANALYSIS OF THE DATA

This study was made to determine the intra-school administrative organizational patterns which existed in specifically identified junior high schools across the United States.

Since the information requested by the questionnaire lent itself to being expressed in percentage relationships, the tables used to depict the data were organized on that basis.

Gathering the Data

Each state office of education was asked to identify the junior high schools in its state which were doing some innovation in organization. Thirty-seven (74%) states replied, while thirteen (26%) failed to respond. Of the thirty-seven states, twenty-three (62%) sent names, whereas ten states (27%) said that no names were available, and four states (11%) sent directories.

Names of schools were obtained from seven of the ten states which indicated no knowledge of any schools and from seven of the thirteen which failed to respond. In any event, one hundred and forty-four schools were identified by the various state departments of instruction. Another sixty-six schools were identified by various authors, professors and research agencies.*

-
- * 1. Alfred E. Skogsberg - New Jersey
2. Leonard F. Dalton - California
3. William T. Gruhn - University of Connecticut
4. Robert N. Bush - Stanford University
5. Maurice A. McGlasson - Indiana University
6. T.I.M.E. Consultants - California
7. The National Institute for the Study of Education Change -

The total number of schools identified and sent a questionnaire was two hundred and ten, representing thirty-nine states. One hundred and twenty-seven schools (60%) completed and returned the questionnaire. Only one hundred twenty-one (58%) were usable; the other six being incomplete or improperly filled out. Of the thirty-nine states sampled, only four (Alaska, Idaho, New Mexico and South Dakota) failed to have at least one school reply. So, the data came from a total of one hundred twenty-one schools in thirty five states.

General Information

The information depicted in Tables I - VI, was taken from the general information section of the questionnaire. Tables I - III shows the number of vice (assistant) principals, and Tables IV - VI the number of counselors in relation to the grade organization, enrollment and pupil-

Indiana

8. The Center for Coordinated Education - California
9. The National Association of Secondary School Principals-
Washington, D. C.
10. The Association for Supervision and Curriculum Development -
Washington, D. C.
11. The Experimental Teaching Center - New York
12. Educational Research Service, Inc., Pennsylvania
13. Institute for Educational Research - Indiana
14. The NASSP Committee on Junior High School Education
15. Cooperative Educational Research Laboratory, Inc.
16. ERIC Clearinghouse on Education Administration - Oregon
17. National Commission on Teacher Education and Professional
Standards
18. IDEA - Institute for Development of Education Activities -
Ohio
19. The National Education Association - Washington, D. C.
20. The Institute for Educational Leadership - Florida
21. Project on Organizational Development in Schools - New York
22. Change and Organizational Health - California
23. Taxonomy Project on Organizational Behavior in Education -
New York

teacher ratio.

The type of grade organization most prevalent was that of the traditional seven through nine. Table I shows that ninety-one schools (75%) utilized that pattern whereas the intermediate or middle school arrangement was employed by twenty-eight (23%) of the schools. There was much diffusion as to what grades constituted the "middle" school

TABLE I

THE NUMBER OF ASSISTANT PRINCIPALS
IN RELATION TO THE GRADE ORGANIZATION

Number of Vice Principals											
Grade Org.	1		2		3		4		0		Total No. %
	No.	%	No.	%	No.	%	No.	%	No.	%	
7 - 9	55	61.	27	30.	5	6.	1	1.	3	3.	91 100.
6 - 8	6	46.	2	15.	1	8.	2	15.	2	15.	13 100.
7 - 8	8	62.	2	15.	0		0		3	23.	13 100.
7 - 12	1	50.	0		1	50.	0		0		2 100.
6 - 9	1	100.	0		0		0		0		1 100.
5 - 8	1	100.	0		0		0		0		1 100.
Total	72	59.	31	26.	7	6.	3	2.	8	7.	121 100.

with thirteen (11%) schools using the grade six, seven and eight pattern, thirteen (11%) adopting the seven and eight scheme, while only 1 each (.8%) employed the six through nine and five through eight arrangements. This meant that a sizable number of schools had broken out of the traditional seven, eight, and nine organization.

When approximately 93% (113) of the schools had at least one vice principal, this indicated that the position seemed an essential one in junior high school organizations. The only schools which did not have

TABLE III

THE NUMBER OF ASSISTANT PRINCIPALS
IN RELATION TO THE PUPIL-TEACHER RATIO

Number of Vice-Principals											
Pupil-Teacher Ratio	1 No. %		2 No. %		3 No. %		4 No. %		0 No. %		Total No. %
- - 20:1	35	63.	14	25.	2	4.	3	5.	2	4.	56 100.
20 - 21:1	3	27.	6	55.	0		0		2	18.	11 100.
21 - 22:1	5	50.	3	30.	2	20.	0		0		10 100.
22 - 23:1	10	90.	0		0		0		1	9.	11 100.
23 - 24:1	8	67.	1	8.	1	8.	0		2	17.	12 100.
24 - 25:1	3	75.	1	25.	0		0		0		4 100.
25 - 26:1	1	33.	1	33.	1	33.	0		0		3 100.
26 - 27:1	6	75.	2	25.	0		0		0		8 100.
27 - 28:1	0		2	67.	1	33.	0		0		3 100.
28 - 29:1	0		0		0		0		0		0
29 - 30:1	1	50.	1	50.	0		0		0		2 100.
Over 30:1	0		0		0		0		1	100.	1 100.
Total	72	59.	31	26.	7	6.	3	2.	8	7.	121 100.

Table III, charted the pupil-teacher ratio which ranged from a low of 12.9:1 to a high of 30:1, with the mean ratio being 20.7:1. The researcher separated the returns into two groups. In one group all questionnaires indicated some unique features. This group of 55 had a mean ratio of 19.9:1. The other group of 66, those which did not offer any unique ideas, had a mean ratio of 21.3:1. Another interesting finding was the fact that fifty-six (46%) of the schools had a pupil-teacher ratio of under 20:1. Going one step further, using the ratio of 25:1, which would be considered average in Utah, one hundred and four (86%) of the sample had a ratio of that or lower. Since these schools were all identified as innovative schools, the writer could only assume that innovation and a low pupil-teacher ratio went hand-in-hand. Those schools which had the lower pupil-teacher ratio also appeared to have the positions of second, third, and fourth assistant principals more frequently.

Table IV shows the relationship of the number of counselors to the grade organization. It was obvious that the seven through nine organization utilized the position of counselor to a greater degree than did the schools with the intermediate or middle school pattern. The range in the 7-9 category was from 1 counselor to 7, with the mean being 3. In addition, all of these schools utilized the position of counselor. In the "middle" category the range was from 1 to 5 counselors with a mean being 2, and there were 5 schools which did not have the position of counselor.

TABLE IV

THE NUMBER OF COUNSELORS IN RELATION
TO THE GRADE ORGANIZATION

Number of Counselors																		
Grade Org.	1		2		3		4		5		6		7		None		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
7 - 9	8	9.	28	31.	27	30.	19	31.	5	5.	3	3.	1	1.	0		91	100.
6 - 8	4	31.	3	23.	2	15.	0		2	15.	0		0		2	15.	13	100.
7 - 8	8	62.	2	15.	0		0		0		0		0		3	23.	13	100.
7 - 12	0		1	51.	0		1	50.	0		0		0		0		2	100.
6 - 9	0		0		1	100.	0		0		0		0		0		1	100.
5 - 8	0		1	100.	0		0		0		0		0		0		1	100.
Total	20	16.	35	29.	30	25.	20	16.	7	6.	3	3.	1	1.	5	4.	121	100.

Table V clearly indicates that the larger the school the more counselors were used. The schools with fewer than 750 students had an average of 1.5 counselors per school. Schools in the 750-1,000 population bracket had an average of 2.4 counselors. The 1,000-1,250 category had an average of 2.9 counselors, while the 1,250-1,500 group had an average of 5 counselors.

The position of counselor appears to be utilized to a greater degree in the schools with a pupil-teacher ratio of under 20:1 than in the schools having higher ratios, according to Table VI. Although constituting only 46% of the total schools, the 20:1 and under group utilized over 50% of the counselors.

Organizational Information

The literature suggested that six to eight subordinates was the optimum span of control for a principal. The information in Table VII

shows that seventy-nine of 120 schools (65.8%) have spans of control within that range.

TABLE V

THE NUMBER OF COUNSELORS IN RELATION
TO THE SCHOOL ENROLLMENT

Number of Counselors																		
Enroll- ment	1		2		3		4		5		6		7		None	Total		
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
- 750	12	46.	9	34.	2	8.	1	4.	0		0		0		2	8.	26	100.
750 - 999	4	12.	13	40.	10	30.	2	6.	1	3.	0		0		3	9.	33	100.
1000-1249	2	7.	8	45.	13	45.	5	17.	1	3.	0		0		0		29	100.
1250-1499	1	6.	4	25.	4	25.	6	38.	1	6.	0		0		0		16	100.
1500- & Up	1	6.	1	6.	1	6.	6	35.	4	23.	3	18.	1	6.	0		17	100.
Total	20	16.	35	29.	30	25.	20	16.	7	6.	3	3.	1	1.	5	4.	121	100.

TABLE VI

THE NUMBER OF COUNSELORS IN RELATION
TO THE PUPIL-TEACHER RATIO

Number of Counselors																		
Pupil- Teacher Ratio	1		2		3		4		5		6		7		None		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
- - 20:1	8	14.	9	16.	17	30.	11	20.	6	11.	2	4.	0		3	5.	56	100.
20 - 21:1	2	18.	2	18.	5	46.	1	9.	0		0		0		1	9.	11	100.
21 - 22:1	2	20.	2	20.	5	50.	1	10.	0		0		0		0		10	100.
22 - 23:1	1	9.	8	73.	0		1	9.	1	9.	0		0		0		11	100.
23 - 24:1	2	17.	7	59.	0		1	8.	0		1	8.	1	8.	0		12	100.
24 - 25:1	1	25.	2	50.	1	25.	0		0		0		0		0		4	100.
25 - 26:1	1	33.	1	33.	0		1	33.	0		0		0		0		3	100.
26 - 27:1	2	25.	2	25.	2	25.	2	25.	0		0		0		0		8	100.
27 - 28:1	1	33.	0		0		2	67.	0		0		0		0		3	100.
28 - 29:1	0		0		0		0		0		0		0		0		0	
29 - 30:1	0		2	100.	0		0		0		0		0		0		2	100.
Over 30:1	0		0		0		0		0		0		0		1	100.	1	100.
Total	20	16.	35	29.	30	25.	20	16.	7	16.	3	3.	1	1.	5	4.	121	100.

TABLE VII

NUMBER OF LINE POSITIONS
REPORTING DIRECTLY TO THE PRINCIPAL
AS RELATED TO SIZE OF STUDENTBODY

Number of Line Positions														
Enroll- ment	Under 3 No. %		3 - 5 No. %		6 - 8 No. %		9 - 12 No. %		13 - 15 No. %		Over 15 No. %		Total No. %	
- - 750	3	12.	12	46.	7	27.	2	8.	0		2	8.	26	100.
750 - 999	0		14	45.	7	23.	7	3.	0		3	10.	31	100.
1000-1249	1	3.	13	43.	7	23.	5	7.	3	10.	1	3.	30	100.
1250-1499	0		5	31.	5	31.	0		3	9.	3	9.	16	100.
1500 & Up	0		5	29.	4	24.	6	35.	1	6.	1	6.	17	100.
Total	4	3.	49	41.	30	25.	20	17.	7	6.	10	8.	*120	100.

* One school did not report.

Those schools with spans of over fifteen generally reported on their questionnaire that "the door is open to all." This indicated to the researcher that either the principal did not understand the span of control concept or that he did not maintain that formalized an organization.

It was obvious that the larger the school the greater became the span of control. But, with a larger enrollment, generally there was additional administrative help, as was shown in Table II.

The information depicted in Table VIII, clearly established the fact that the vice (assistant) principal was usually second in authority (94% of the schools) in the rank order of positions under the principal. It was interesting to note that the position of department head was the most frequent position in authority after the vice principal (30.5%). In those schools having a third level of authority, the department head filled that level in 46.1% of the cases. This gave the department head a solid lead over the next two positions, those of counselor and chairman of the guidance services. None of the other positions was able to show much support, but the variety of positions indicated a healthy attempt to diversify.

The information concerning what released time and compensation were given to the administrative positions in the school is set forth in Tables IX and X. Question #3 was not completed by all the respondents (74% for Table IX, and 69% for Table X), and hence the return was not as complete as it might have been. However, in Table IX there is shown low amount of released time for such positions as department heads, resource

TABLE VIII

RANK ORDER OF AUTHORITY OF POSITIONS
UNDER THE PRINCIPAL

Position	Level of Authority:*							
	1		2		3		4	
	No.	%	No.	%	No.	%	No.	%
Assistant Principal	110	94%						
Dept. Head	1	1.	30	31%	18	46%	2	100%
Counselor	2	2.	20	20.	6	15.		
Ch. of Guidance	1	1.	18	18.	2	5.		
Team Leader	1	1.	9	9.	3	8.		
Curric. Coordinator	1	1.	8	9.	3	8.		
Deans	1	1.	6	6.	1	3.		
Teacher Council			2	2.	4	10.		
Area Chairman			2	2.				
Resource Teacher			1	1.	2	5.		
Boy Advisor			1	1.				
Girl Advisor			1	1.				
Totals	117**	100%	98	100%	39	100%	2	100%

* Levels go from 1 to 4 with 1 being the highest level and 4 the furthest removed from the principal.

** Four schools did not have a level of authority under the principal.

TABLE IX

AMOUNT OF RELEASED TIME
RECEIVED BY SUB-PRINCIPAL
ADMINISTRATIVE POSITIONS

Amount of Released Time	Vice Prin.	Coord.	Dept. Hd.	Resource Teacher	Team Leader	Attend.	Activities
None			1			1	
1 Period		2	18	1	2	1	2
2		1	3			2	1
3	5		2		2		1
4							
5	1					1	
6	1						
Full Time	41	1	2				
Sub-Total	48	4	26	1	4	5	4
None: Any Position	32						
Referred to Schedule	10						
Total	90	4	26	1	4	5	4

TABLE X
AMOUNT OF REMUNERATION RECEIVED
BY SUB-PRINCIPAL ADMINISTRATIVE POSITIONS

Amount of Pay	Vice Princ.	Coord.	Dept. Hd.	Resource Teacher	Counselor	Act.	Coach
None		1	5	1	1		
100			2		2		
200			7	1		1	
400	2		7	2	4	2	1
600	8		6	4	2	2	2
800	4		1		1		2
1,000	10	1	3		3		
Over	34		2				
Sub-Total	58	2	33	8	13	5	5
None: Any Position	26						
Long Contract			2	4	1		
Ref. Sched.	10						
Total	94	2	35	12	14	5	5

teachers, team leaders, activity advisors, and attendance advisors. In fact, thirty-two of ninety schools (36%) reported no released time. When released time was given, the department head received the highest amount. Out of ninety schools, twenty-six (29%) of them gave department heads from one to three periods of released time. The other positions mentioned above ranged from 1% to 5%. Another ten schools referred the researcher to their salary schedule, but failed to mail one along with the questionnaire.

In Table X there appears some slight improvement with thirty out of ninety-four schools (32%) giving extra pay (\$100-\$1,000) to the department heads. Only five schools (6%) did not give extra pay to the department heads. In addition, ten schools referred to their salary schedules, but failed to send one. Had the schedules been received, the above figures would have been increased. The other positions receiving extra pay were counselors 15%, resource teachers 13%, coordinators 12%, activity advisors 5%, coaches 5%, and a variety of positions too numerous to include here.

Table XI, closely related to Table VIII, in that it asked for the order of authority of, and what organizational innovations were used in the various schools. Once again, in 88.4% of the schools, the vice principal was next in authority to the principal. The department chairman again was the third level (53.7%) but the use of a Teachers' Advisory Council gained enough support approximately 20%, to be seriously considered in school organizations. The team leader also received solid

TABLE XI

RANK ORDER OF AUTHORITY OF VARIOUS STAFF INNOVATIONS

Level*	Positions														Total
	Vice Principal	Dept. Chairman	Purpose Committee (Health, Leisure, Life Work, Citizen.)	Teachers Adv. Coun.	Curric. Coord.	Curric. Assoc.	Curric. Collaborator	Team Leader	Inter Subject Instr. Team	Helping Teacher	Area Chairman	Division Chairman	Staff Chairman	None	
Number	107	2	0	3	3	0	1	1	0	0	1	0	0	3	121
1- % Tot.	88.	1.7		2.5	2.5		.8	.8			.8			2.5	100%
Number	1	58	1	13	11	3	0	12	3	0	2	2	0	0	108
2- % Tot.	.9	54	.9	12.	10.	3.		11.	3.		2.	2.			100%
Number	0	20	5	14	9	1	1	14	4	0	1	1	1	0	71
3- % Tot.		28.	7.	20.	13.	1.4	1.4	20.	5.6		1.4	1.4	1.4		100%
Number	0	6	5	9	3	0	1	9	6	1	0	0	1	0	41
4- % Tot.		15.	12.	22.	7.		2.4	22.	15.	2.4			2.4		100%
Number	0	0	4	3	1	0	1	1	1	0	0	0	2	0	13
5- % Tot.			31.	23.	8.		8	8.	8.				15.		100%

* Order of authority below the principal. Level #1 being one position removed from principal, #2 being two positions removed, etc.

support, 11% on second level, 20% on the third level, and 22% on the fourth level, as a level of authority.

One organizational innovation that captured the imagination of the writer was the use of a Parent Community Council. This council consisted of parents representing all areas of the school enrollment area, and provided the P.T.A. and school administration with a vital sounding board to test new policies and practices. This also provided the parents with an opportunity for real involvement with their child's school and helped to develop better community support for the school.

The tabulation of duties performed by the various organizational innovations in Table XII indicates that four, possibly five, positions provided real leadership in the improvement of instruction. The position of assistant principal, department head, curriculum coordinator and team leader had a much higher level of frequency of involvement in most of the duties than did all the other positions. Furthermore, in four duties, i.e., d, e, m, and o, the teacher advisory council also served a vital function.

Providing teachers with opportunities for professional growth was a primary function of school administrators as indicated in Table XIII. The opportunity in 72% of the schools for inter-school visits was an excellent vehicle for the teacher to find out what others were doing and incorporate that which is appropriate into his teaching. The other datum of significance was the high level (88%) of teacher involvement in studying the curriculum. The literature was replete with pleas for administrators to so organize their schools that the teachers were actively engaged in reviewing the curriculum. When a school was so organized that the administration

TABLE XII
DUTIES PERFORMED BY VARIOUS ORGANIZATIONAL POSITIONS
121 Schools Reporting

Positions and Number of Schools Where Duty is Performed	Asst. Prin.	Dept. Head	Purpose Comm.	Teacher Adv. Coun.	Curriculum Coord.	Curriculum Assoc.	Curriculum Collab.	Team Leader	Inter-subject Instr. Team	Helping Teacher	Area Chair.	Div. Chair.	Staff Chair.	Other
Duties														
a. Provide leadership in the selection of textbook.	39	72	3	6	22	3	2	20	6	2	3	3	2	5
b. Interpret curriculum guides.	34	72	2	6	20	4	1	19	4	4	3	3	2	4
c. Consultant in the various subject areas.	35	43	3	4	25	4	4	11	5	2	2	2	1	4
d. Serve as a liaison between the teachers and the administration	35	56	3	28	13	4	0	18	2	1	3	3	2	4
e. Call attention to new ideas and developments within the field	51	71	8	14	24	3	2	25	7	4	1	3	1	9
f. Develop and maintain a professional library.	11	34	3	1	12	2	2	6	2	2	2	2	0	5
g. Plan & coordinate team activities.	24	38	3	7	8	2	1	40	9	1	2	2	0	4
h. Serve as group leader in workshop or in-service courses.	30	50	4	6	19	4	2	23	4	1	2	2	1	4
i. Conduct demonstration lessons.	10	39	2	5	16	2	2	14	4	2	2	1	1	4
j. Exercise leadership in the development of course objectives, syllabi, content, & articulation of the program within the school or district.	29	63	4	7	24	3	2	21	6	2	3	4	1	4
k. Prepare written evaluations of the teachers.	56	26	1	0	4	0	2	3	0	0	0	2	0	2
l. Order supplies and equipment	49	58	3	1	4	1	2	7	1	2	1	3	1	2

TABLE XII (continued)

Positions and Number of Schools Where Duty is Performed	Duties										
	Asst. Prin.	Dept. Head	Purpose Comm.	Teacher Adv. Coun.	Curriculum Coord.	Curriculum Assoc.	Curriculum Collab.	Team Leader	Inter-subject Instr. Team	Helping Teacher	Other
m. Aid in the preparation of staff meeting agendas.	78	45	5	22	10	2	1	11	1	1	9
n. Supervise teachers through classroom visits.	75	34	1	0	8	0	2	3	0	1	4
o. Serve on the Administrative Advisory Council.	56	41	4	16	8	1	2	9	2	0	7
p. Develop & implement in-service training programs.	53	36	4	8	22	3	2	14	4	1	2
q. Orient new teachers into the system.	73	61	2	10	16	2	2	17	3	5	9
r. Familiarize staff with community resources.	49	37	2	9	15	3	2	10	2	2	6
s. Coordinate budget allocations.	46	34	1	1	6	1	1	7	0	1	4
t. Prepare written evaluations of the achievements & activities of the department or division.	14	52	1	3	8	1	2	14	2	0	1
u. Coordinate scheduling, attendance and student assign.	84	24	2	2	3	2	2	11	1	0	7
v. Conduct research & experimentation.	30	42	4	5	15	4	3	16	4	0	6
w. Make recommendations in the selection, promotion & dismissal of teachers.	72	35	1	3	4	1	2	7	0	1	5
x. Work with staff in improving procedures for student evaluation	69	49	10	13	13	3	2	16	3	0	7

could involve the teachers to the extent that was shown in this table, then according to the literature, the school was moving in the right direction.

TABLE XIII

METHODS USED BY ADMINISTRATIVE OFFICERS TO
ASSIST TEACHERS IN PROFESSIONAL DEVELOPMENT

Methods	Number Reporting	Percent of Total (121)
Involvement in curriculum study	107	88%
Selection of materials and supplies	107	88%
Inter-school visits	87	72%
Regular in-service training	83	69%
Develop course guides	80	66%
Provide state contacts	33	27%
Others	3	2%

Student involvement and participation in their school's enterprises were considered necessary ingredients in organizing a dynamic junior high school. According to the information charted in Table XIV, the student

TABLE XIV

PROVISIONS FOR PARTICIPATION OF STUDENTS
IN SCHOOL'S ENTERPRISES

Methods	# Reporting	% of Total (121)
Student Council	109	90%
Studentbody Adviser	75	62%
Vice Principal for Activities	44	36%
Dean of Boys or Girls	15	12%
School Legislature	3	2%
Other	17	14%

council was still the most popular (90%) method to involve the students. Based on the assumption that the principal did not have time to provide the direct and consistent leadership required, the majority of school organizations provided positions such as Studentbody Advisers (62%), Vice-principals for activities (36%), and Deans for boys and girls. Inherent in all the afore-mentioned organizational positions was the need for sufficient released or allotted time for the adviser to adequately perform his duties. Too often the situation was that the other responsibilities, i.e., teaching load and other administrative duties, suffered due to the time required by student activities. The plea for released time was also considered the most important factor in organizing for maximum effectiveness in question 31, Table XXVI.

One school had its Student Council Executive Committee meet on a monthly basis with the Executive Committee of the P.T.A. This provided a significant bond for understanding and communication between the home and the school. Another school had student representation on appropriate teacher committees such as, safety, activities, etc.

One of the major complaints of the departmental organization was that it established another hierarchial level through which requests for a change or innovation had to pass before they could be tried. With the reader keeping in mind that the schools in this study had already been identified as innovative schools, the data shown in Table XV appears to deny that theory for less than half of the schools (42%) required departmental approval for innovative practices. The fact that 20% of the

schools permitted the teacher to "Just do it!" was most encouraging. This enabled the teacher to be able to say to the principal, "Come, look what we're doing!" instead of the principal having to say to the teacher, "Why don't you try some of the newer approaches?"

Among some of the "other" procedures were statements such as the following: "The whole team considers it."; "It is considered at the department head level with the resource teacher and principal present"; "If it's too radical a change we need district approval."; and "We experiment enough to clarify the idea, then we get an official trial."

TABLE XV

PROCEDURES FOLLOWED BY STAFF
WHEN DESIRING TO MAKE INNOVATIONS

Procedure	# Reporting	% of Total (121)
Obtain approval of dept. head	51	42.
Request principal's permission	41	34.
Just do it!	24	20.
Other	5	.4.

The data with regard to organizational influence on the curriculum were presented in Table XVI. On the basis of the total number of times it was checked as having an influence, the subject-matter workshop appeared most frequently (93 or 20%). On the highest level of influence the subject workshop was second (28 or 24%), on the second level it was first (38 or 33% and on the third level it was third in influence (17 or 16%). This was rather consistently high, and could possibly lend credence to

TABLE XVI
ORGANIZATIONAL INFLUENCE ON
THE CURRICULUM BY RANK LEVEL*

Activity	Level #1		Level #2		Level #3		Level #4		Level #5		Level #6	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. District workshop	23	20.	16	14.	19	18.	15	19.	7	14.	80	17.
2. Subject matter workshop	28	24.	38	33.	17	16.	5	6.	5	9.	93	20.
3. Line officer and teacher consultation	33	28.	10	9.	13	12.	8	10.	7	14.	71	16.
4. Departmental seminars	5	4.	15	13.	12	10.	11	14.	7	14.	50	10.
5. Regular Department	23	20.	19	17.	19	18.	17	21.	19	18.	87	19.
6. Inter-school visits	2	2.	8	7.	21	20.	18	23.	12	23.	61	13.
7. Media Workshop	1	1.	5	4.	5	5.	6	7.	4	8.	21	5.
8. Other	2	2.	3	3.	1	1.						
Total	117	100.	114	100.	107	100.	80	100.	51	100.	463	100.

*Rank Level of Influence: 1-5, with 1 being the highest level of influence.

the cry that our schools are process (subject) oriented. But, what is wrong with a teacher learning all he can about his subject field? Other professions are expected to do the same.

Regular department study sessions also polled a high over-all-total (87 or 19%). These sessions were to study subject matter, methods of instruction, research, etc. Department study was third (23 or 19.5%) on the highest level of influence and second on all the other levels.

The line officer (Principal, Vice-Principal, Department Head, Coordinator, etc.) and teacher consultation received the greatest number of highest influence checks (33 or 28%), but this finding was not consistent in its showing on the other levels of influence. But, be that as it may, a great amount of influence can be exerted in the Socratic, or 1:1 ratio, method.

One school organized a Curriculum Steering Committee which had plenary authority in curriculum innovations.

The organizational influence on the adaptation of academic courses to different levels of difficulty data is shown in Table XVII. The general category of ability grouping plus the specific organizational patterns of advanced placement, remedial classes and slow-learner classes accounted for 297 or 83% of the influence checks. From these data, it would appear that ability grouping in one form or another was still the primary vehicle for coping with the wide range of ability found in today's secondary school students.

Some idea of the influence of the organizational pattern on the independent progress of the students is presented in Table XVIII. Large

TABLE XVII
ORGANIZATIONAL INFLUENCE ON THE ADAPTION OF ACADEMIC
COURSES TO DIFFERENT LEVELS OF DIFFICULTY BY RANK LEVEL*

Activity	Level #1		Level #2		Level #3		Level #4		Level #5		Over all Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. Ability Grouping	78	60.	10	10.	6	8.	4	11.	0		98	28.
2. Non-Graded Approach	16	12.	14	13.	1	1.	1	3.	3	28.	35	10.
3. Advanced Placement	7	6.	19	19.	8	10.	2	6.	1	9.	37	10.
4. Correlation Workshop	0		2	2.	2	3.	4	11.	1	9.	9	3.
5. Remedial Classes	13	10.	31	31.	29	38.	5	14.	2	18.	80	23.
6. Slow-Learner Classes	8	6.	24	24.	31	40.	17	49.	2	18.	82	23.
7. Other	8	6.	1	1.	0		2	6.	2	18.	12	3.
Total	130	100.	101	100.	77	100.	35	100.	11	100.	353	100.

*Rank Level of Influence: 1-5, with 1 being the highest level of influence.

TABLE XVIII
ORGANIZATIONAL INFLUENCE ON THE INDEPENDENT
PROGRESS OF STUDENTS BY RANK LEVEL*

Activity	Level #1		Level #2		Level #3		Level #4		Level #5		Over all Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. Non-Graded	21	17.	0		3	5.	4	15.	3	33.	31	10.
2. Team-Teaching	44	36.	21	25.	7	11.	0		0		72	24.
3. Modular Scheduling	21	17.	16	19.	6	10.	2	7.	1	11.	46	15.
4. Inter-Subject Team	13	10.	26	30.	5	8.	4	15.	1	11.	49	16.
5. Large or Small Group Instruction	17	14.	17	20.	33	55.	9	33.	2	23.	78	25.
6. Quest Programs	4	3.	4	5.	5	8.	7	26.	1	11.	21	7.
7. Other	4	3.	1	1.	2	3.	1	4.	1	11.	9	3.
Total	124	100.	85	100.	61	100.	27	100.	9	100.	306	100.

* Rank Level of Influence: 1-5, with 1 being the highest level of influence

or small group instruction was deemed the most common technique as determined by the over-all number of times, it was checked (78 or 25). Another organizational pattern utilized extensively was team-teaching. This was indicated 72 or 24% of the time. Team teaching also received the largest amount of highest influence checks (44 or 36%), more than twice that of the next two, non-graded and modular scheduling techniques.

In view of the plea to cross subject-matter lines in schools, the researcher was gratified to find that a total of sixteen percent of the schools had organizational patterns which encouraged the inter-subject team approach. As a matter of fact, on the second highest level of influence, the inter-subject team concept was found to be used in 30% of the schools.

The use of modular scheduling on a junior high school level was found to be at the 15% mark. A comment such as the following was typical of the reasons for its use: "Modular scheduling provides the student with the opportunity for decision making."

In order to determine what duties were appropriate for a counselor, the principals were asked to rank their duties in order of importance. Table XIX depicts the results of that question. The duty ranked most important, face-to-face counseling, received 88% of the tabulation. Group counseling was considered the second most important with 58%. Then on rank #3, testing received the most support with 44% of the total. So, the three most important duties of the counselors would be (1) face-to-face counseling; (2) group counseling; and (3) testing. This was verified by the over-all total following the same sequence; face-to-face 23%, group

TABLE XIX

RANK* ORDER OF IMPORTANCE
OF DUTIES OF COUNSELORS

Activity	Level #1 No. %	Level #2 No. %	Level #3 No. %	Level #4 No. %	Level #5 No. %	Over all Total No. %
1. Face-to-face Counseling	104 88.	6 5.	4 4.	0	0	114 22.
2. Group Counseling	5 4.	66 58.	21 19.	9 9.	3 4.	104 20.
3. Attendance	0	3 3.	9 8.	5 5.	7 8.	19 3.
4. Testing	0	14 12.	49 44.	24 25.	8 10.	95 18.
5. Vocational Advisors	2 2.	2 2.	7 6.	26 27.	19 23.	56 11.
6. Placement & Follow-up	2 2.	18 16.	15 14.	10 11.	16 19.	61 12.
7. Member, Principal's Advisory Council	2 2.	4 3.	6 5.	20 21.	28 34.	60 12.
8. Other	2 2.	1 1.	0	2 2.	2 2.	7 1.
Total	117 100.	114 100.	111 100.	96 100.	83 100.	516 100.

* Rank level of importance: 1-5, with 1 being the highest level of importance.

counseling 21%, and testing 19%. Being a member of the principal's advisory council received the most support (34%) on the fifth and lowest rank, but tied for fourth (12%) in the over-all total. This information substantiated what is shown in Table VIII, and that was that the counselor was usually at the third or fourth level of authority in the junior high school organization.

Department Heads

In order to present a more concise picture of the use of the department head, the data from questions #13 and #17 are combined in Table XX. Out of the 121 schools responding to the questionnaire, 92 (76%) of them utilized the department head organization. Some typical comments in support of the department head were as follows: (1) "They are a valuable asset and have performed effectively"; (2) "There is a need for subject area proficiency"; (3) "It would be impossible to operate without them"; (4) "The department head and coordinators keep a large school aggressive"; (5) "They are a liaison between the staff and the principal"; (6) "They are excellent people doing a wonderful job"; (7) "They are the smallest unit for a teacher to have contact"; and one last one that seemed to sum it all up, (8) "Somebody has to do it!"

There were twenty-nine schools (24%) that did not have department heads. Some of the reasons given were: (1) "No, not practical"; (2) "We have broad areas (divisions) instead"; (3) "We use subject 'lead teachers' within the building"; (4) "We use coordinators"; and (5) "Subjects are subsidiary to purposes-purposes should dominate."

TABLE XX

USE OF DEPARTMENT HEAD
IN JUNIOR HIGH SCHOOL ORGANIZATION

Grade Organization	Total Schools in the Category	Utilize Dept. Head	Percent of Total Schools	No. Dept. Organization	Percent of Total Schools	No. Dept. Organization but desire to have	Percent of Total without Dept. Head	Use Dept. Head, but wants to change	Percent of Total with Department Head
7-9	91	70	77.	21	23.	14	67.	6	8.6
6-8	13	9	69.	4	31	3	75.	0	0
7-8	13	11	85.	2	15.	0	0	1	9.0
7-12	2	1	50.	1	50.	0	0	0	0
6-9	1	1	100.	0	0	0	0	0	0
6-8	1	0	0	1	100.	0	0	0	0
Totals	121	92	76.0%	29	24.0%	17.	58.6%	7	7.6%

Of the twenty-nine schools not employing department heads, seventeen of the principals (58.6%) said that they would change to having department heads were they to reorganize. Seven of the principals (7.6%) who reported using department heads said they would remove the department head were they to reorganize. Taking all the data into consideration, it would appear that the department head organization had a great amount of support and would be around a long time.

Table XXI shows the various methods of selection of department heads. Appointment by the building principal occurred nearly three times more frequently than the nearest other method, appointment by the superintendent on recommendation of the principal (64% as compared with 23%). In only nine schools (10%) was the department head elected by

TABLE XXI

METHODS USED FOR SELECTION OF DEPARTMENT HEADS
92 Schools Reporting

	# In Category	% In Category
Appointed by building principal	59	64.
Appointed by superintendent on recommendation of principal	21	23.
Elected by department members	9	10.
Appointed by superintendent	1	1.
Other	2	2.
Total	92	100.0

the members of the department.

The various terms of appointment for the department head are illustrated in Table XXII. The most common term (50%) was of "indefinite"

TABLE XXII

DEPARTMENT HEAD'S TERM OF APPOINTMENT
93 Schools Reporting

	No. in Category	% in Category
1 year	33	36.
2 years	3	3.
Indefinite	46	50.0
Permanent	9	10.
Other	1	1.
Total	92	100.0%

length. Thirty-six per cent reported a one year term, while a permanent appointment was the method employed in only nine (10%) of the schools reporting.

In seventy-nine of the ninety-two schools (86%) having department heads, the person to whom the department head was immediately responsible was the building principal. The assistant principal was the immediate superior in ten percent (9) of the other schools. The other four per cent involved the district supervisor and "other". These data are shown in Table XXIII.

Questions 18-29 dealt with the criteria for selection of department heads, and the data gathered from them are presented in Table XXIV. The respondents were asked to make the four most important criteria and the four they considered least important. An interesting comment made by one principal was, "They are all important; I can't mark any as least important." This section was completed only by those schools having

TABLE XXIII

PERSON TO WHOM DEPARTMENT HEAD
IS IMMEDIATELY RESPONSIBLE

Total of 92 Schools Reporting

	No.	Percent
Building Principal	79	86
Assistant Principal	9	10
District Supervisor	1	1
School Assigned Generalist	0	
Other	3	3
Total	92	100.0%

department heads. The criterion deemed most important was that of leadership ability. It received the support of eight-one of the ninety-two (88%) respondents. The next three criteria, listed in descending order of importance, were enthusiasm for work 72%, knowledge and understanding of students 71%, and superior teaching ability 53%. The criteria judged least important were popularity among the department members 2%, seniority 2%, having an advanced degree or graduate study 11%, and the desire for professional growth 17%.

Principal's Evaluation and Speculation

Question #30 attempted to determine how effective the principals believed the organizations were in their schools. The information garnered from this question is set forth in Table XXV. Both ends of the continuum were marked when five principals (4%) believed their organization was the best possible, whereas one principal (1%) believed that his organization was operational, but ineffectual. Seventy-four

TABLE XXIV

CRITERIA FOR SELECTION OF DEPARTMENT HEAD

Total of 92 Schools Reporting

Criteria	No. In Category	% In Category
Leadership ability	81	88.
Enthusiasm for work	66	72.
Knowledge and understanding of students	65	71.
Superior teaching ability	49	53.
Subject matter mastery	37	40.
Administrative ability	26	28.
Cooperativeness	22	24.
Desire for professional growth	16	17.
Advanced degree or graduate study	10	11.
Seniority	2	2.
Popularity among department members	2	2.

TABLE XXV

PRINCIPAL'S JUDGEMENT OF ADMINISTRATIVE
ORGANIZATION EFFECTIVENESS

121 Schools Reporting

Category	No. In Category	% In Category
Best organization possible: No changes contemplated	5	4.
Highly effective, but needs modification	74	61.
Does the job	29	24.
Partially effective	12	10.
Operational, but ineffectual	1	1.
TOTAL	121	100.0%

principals (61%) thought their organization was highly effective, but needed modification. One modest principal lined out the word "highly" when he marked this question. Twenty-nine principals (24%) categorized their organization as one that "Does the job," while twelve other principals (10%) determined that their organization was only partially effective. The researcher deduced from those results that there was a goodly amount of satisfaction with the current organizations, with some modification contemplated or needed. One principal wrote that since an organization was developed around available personnel, modification was inevitable.

The next question, thirty-one, attempted to find out the nature of the desired modification. It was obvious from the results of question thirteen and seventeen that this modification would still utilize the department head. Table XXVI, depicts what directions the desired modification should take. Seventy of the principals (58%) wanted additional released time for teachers, department heads and counselors. To do this would require even smaller pupil-teacher ratios than existing ones (mean of 20.7). This desire also pointed up the oft-heard plea by teachers, "Give me time to teach!" The principals wrote that by getting more secretarial help, para-professionals, and additional teaching and administrative staff that a much more effective job of educating the youth could take place. What they were saying was that too much was expected of too few. As one principal succinctly phrased it, "Good things can't come from the hides of willing faculty."

TABLE XXVI
PRINCIPALS' DESIRED CHANGES IN ORGANIZATION
121 Schools Reporting

	No. in Category	% in Category
Additional released time	70	58.%
In-Service training	67	55.
More inter-disciplinary positions	48	40.
Additional pay for administrative positions	22	18.
Other	14	12.

If department heads had sufficient released time, along with the teachers, then they might be able to institute more in-service training which 67 (55%) of the principals believed would improve the effectiveness of their schools. Inherent in providing this feature was the need for released time for teacher and administrative planning, for research and development, and for administrative personnel with specific training in curriculum. The afore-mentioned were spoken of in the "others" as requested by 12% of the principals.

Another organizational feature desired by a large number of the principals (48 or 40%) was more inter-disciplinary positions. This concept has been developing a great amount of interest in recent years. and has some real advantages for junior high school education.

The researcher attempted still another approach to get at what would be an appropriate organizational pattern for junior high schools in question thirty-two, wherein the principals were asked to check what

components they believed necessary for an optimal organization for a school with at least 750 students. The results of that question are found in Table XXVII. Ninety-three percent (113) of the principals responded to this question.

All respondents believed there should be at least one vice-principal, and they were evenly divided as to whether he should be responsible for discipline (48 or 42%) or for curriculum (47 or 42%). The other 16% was divided between pupil services (7%), activities (6%), plant (2%), and boys and girls (1%) spheres of responsibility.

Fifty-two (46%) of the principals stated that there should be a second vice-principal. Fifteen (29%) expressed the belief that he should be in charge of discipline. Another thirteen (25%) thought the second vice-principal should be concerned with pupil services, whereas twelve (23%) said his concern should be with curriculum. The remaining twenty-three per cent were assigned to plant management (6 or 11%) activities (5 or 10%) and boys or girls (1 or 2%).

Only nine principals (8%) believed there should be a third assistant principal, three of whom (33%) said his concern should be with discipline. Two (22%) each, assigned him to pupil services and activities, while one (11%) believed there should be an assistant for each of the three grades.

Several other organizational components received high levels of support. They were: (1) Department chairmen (91 or 81%); (2) Teachers' Advisory Council (77 or 68%); (3) Curriculum Coordinators (66 or 58%);

TABLE XXVII

ORGANIZATIONAL COMPONENTS NECESSARY
IN A MODEL JUNIOR HIGH SCHOOL

113 Principals Responding

	No. In Category	% In Category
1. Vice Principal*	113	100%
2. Department Chairmen	91	81.
3. Pay or released time for special positions	79	70.
4. Teachers' Advisory Council	77	68.
5. Curriculum Coordinators	66	58.
6. Team Leaders	62	55.
7. Inter-subject instructional team	55	49.
8. Helping Teachers	46	40.
9. Longer Contracts (2 weeks to 2 months longer)	35	30.
10. Purpose Committees	27	24.
11. Curriculum Associates	11	10.
12. Staff Chairman	7	6.
13. Area Chairman	4	4.
14. Division Chairman	3	3.
15. Curriculum Collaborator	3	3.
16. Other (Counselors, Para-Professionals, etc.)	10	9.

* Principals were asked "How many and what role?" The following is a breakdown of their response:

Type or Role	Recommended Quantity					
	1	%	2	%	3	%
Discipline	48	42.	15	29.	3	33.
Curriculum	47	42.	12	23.	1	11.
Pupil Services	8	7.	13	25.	2	22.
Activities	7	6.	5	10.	2	22.
Grade	0	-	0	-	1	11.
Boys & Girls	1	1.	1	2.	0	-
Plant Management	2	2.	6	11.	0	-
Total	113	100%	52	100%	9	100%

(4) Team Leaders (62 or 55%); (5) Inter-Subject Instructional Team (55 or 49%); and (6) Helping Teachers (46 or 40%).

Two other concepts not dealing directly with organizational patterns, but having a great deal of influence on them were requested by the respondents. The need for pay or released time for special positions was checked by seventy-nine (70%) of the principals, whereas longer contracts (from two weeks to two months longer) was desired by thirty-five (30%) of the principals.

Several organizational positions or innovations referred to frequently in the literature did not gain as much support as the researcher thought they might. They were: (1) Purpose Committees (24%); (2) Curriculum Associates (10%); (3) Staff Chairman (6%); and Area (4%) or Division Chairman (3%).

In order to determine what philosophical base underlay the organization of their schools, the principals were asked to indicate whether purpose, process or a combination of both was the basis of their organization. Table XXVIII shows what their reaction was. Eighty-three (69%) indicated their pattern was based on a combination of process and purpose. Twenty-eight (23%) said it was based on purpose, whereas 10 (8%) indicated the process dictated their organization.

Table XXIX shows how the principals reacted to the question of which philosophy would prevail if they were to reorganize administratively. Fewer principals (61 or 50%) would utilize a combination of process and purpose, and fewer would have the organization based on process (4 or 3%)

TABLE XXVIII
PHILOSOPHICAL BASIS FOR PRESENT ORGANIZATION
121 Schools Replied

	No. in Category	% in Category
1. Combination of purpose and process	83	69%
2. Purpose based	28	23.
3. Process based	10	8.
4. Other	0	0
Total	121	100%

Whereas, twice as many principals (56 or 47%) would have a purpose based organization than is shown in Table XXVIII.

TABLE XXIX
SELECTED PHILOSOPHICAL BASIS FOR RE-ORGANIZATION
121 Schools Replied

	No. in Category	% in Category
1. Combination of purpose and process	61	50%
2. Purpose based	56	47.
3. Process based	4	3.
4. Other	0	0
Total	121	100%

The last question on the questionnaire asked the principals to describe one unique element in their administrative organization. Most of the replies were succinct sayings, rather than descriptions, and so no tabulation was able to be made except that 74 out of 121 (60%) believed they had a unique element. Should the writer then postulate

that the other forty-seven had nothing unique? Many of elements spoken of contained philosophical food for thought concerning organization and so some have been organized in as logical a grouping as was possible.

Student Oriented

1. Strong belief in student oriented education.
2. Value of person.
3. Teacher-student oriented.
4. Appropriate placement: Take student where he is.
5. Two advisory committees; one teacher and one student.
6. Student responsible for learning.
7. High degree of student participation in student government.
8. Student comes first; given utmost consideration to become self-sufficient.
9. Pupil and community centered.

Involvement of Staff

1. Principal's Advisory Council.
2. Total staff responsibility; team leadership floats with interest.
3. Administrative Advisory Council which is truly representative (Department Head, Counselors, Teachers and Administration).
4. Faculty Council involved with curriculum planning, materials selection and organizational changes.
5. Involvement of teachers through departments.
6. School is run by a Staff Advisory Council.
7. Teachers taking responsibility for and make decisions formerly left only to the autocratic principal.
8. Cooperative arrival at decisions.

Inter-disciplinary Approach

1. Inter-discipline teams with responsibility and authority for decisions concerning time, grouping and staff.
2. Inter-discipline teams for English, Social Studies, Math and Science; Discipline for Music, Art, P. E., etc.
3. Inter-subject teams and leaders plan together.

Department Organization (Pro and Con)

1. Availability of department resource personnel.
2. Traditional hierarchy of authority is absent for it stifles creativity; teachers now have a voice in the decision-making process.
3. Areas of responsibilities are clearly defined and published.

4. Department Head training project.
5. Department Head involved in curriculum and instruction rather than administration.
6. Loose organization.

Administration

1. Strong principal autonomy.
2. Vice principal acts as facilitator not rule imposer.
3. Delegation of authority commensurate with responsibility.
4. Sympathetic cooperation.
5. Principal supports curriculum development and teaching; Assistant Principal assists with it, and administrative assistant takes care of discipline and supplies.
6. Changes not imposed, but occur because of awareness.

Communication

1. Freedom of interchange among faculty.
2. Two advisory committees; one teacher and one student.
3. Use of "We" more than "I" or "You".
4. Administrative Advisory Council.
5. Good staff communication through extensive committee system.

Scheduling

1. School within a school.
2. Dual enrollment and shared time.
3. Daily demand schedule.
4. Rotating schedule and enrichment period.

II. SUMMARY

The findings set forth in this chapter were derived from a questionnaire which was completed by the principals of one hundred twenty-one junior high schools representing thirty-five states.

Chapter IV

I. EXEMPLARY JUNIOR HIGH SCHOOL ORGANIZATIONS

The purpose of this section was to describe briefly several organizational patterns that appeared to contain some unique features as they were presented in the questionnaire. No attempt was made to evaluate these plans, but they were presented here to give the reader an insight into some organizational innovations that were evolving across the country.

Lincoln Junior High School, Santa Monica, California.

This school has a principal, two vice-principals (one for pupil services and the other for pupil activities) and a Dean of Girls. Along with the afore-mentioned administrators, the Coordinator of Student Activities is added to form the Principal's Advisory Council. There is a Teachers' Advisory Council, consisting of three teachers elected annually by the staff, which performs a liaison between the staff and the administration. There is also a counselor for each grade, department heads for each subject, and numerous other committees which are categorized as administrative, instructional, departmental curriculum, and student activities. Figure I depicts the school's organization.

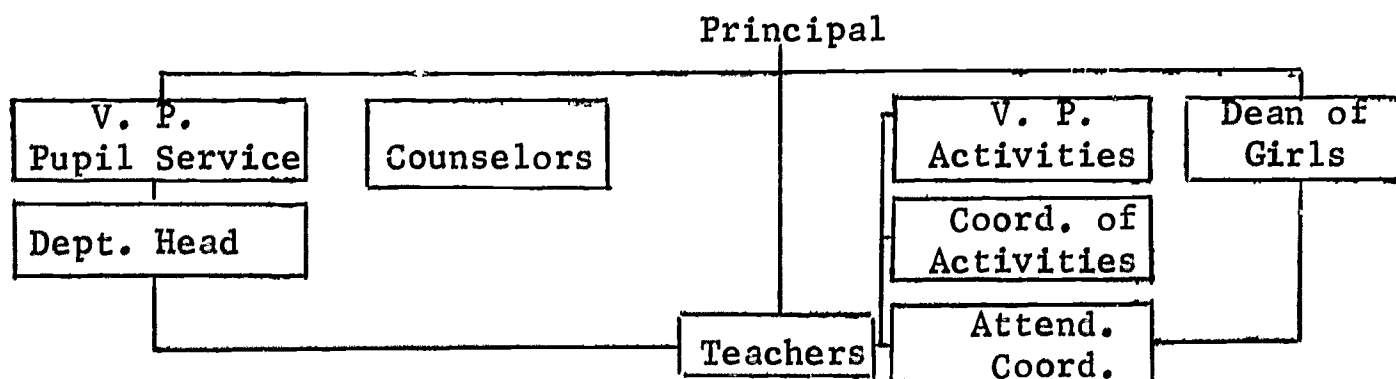


FIGURE I
ORGANIZATIONAL CHART
LINCOLN JUNIOR HIGH SCHOOL

Katie Griffin Junior High School, Meridian, Mississippi.

In addition to the principal, two assistant principals, a director of guidance and an Administrators Advisory Council (which the principal stated is truly representative), this school has a discipline council which handled the major discipline problems in the school. The school's organizational chart is shown in Figure II.

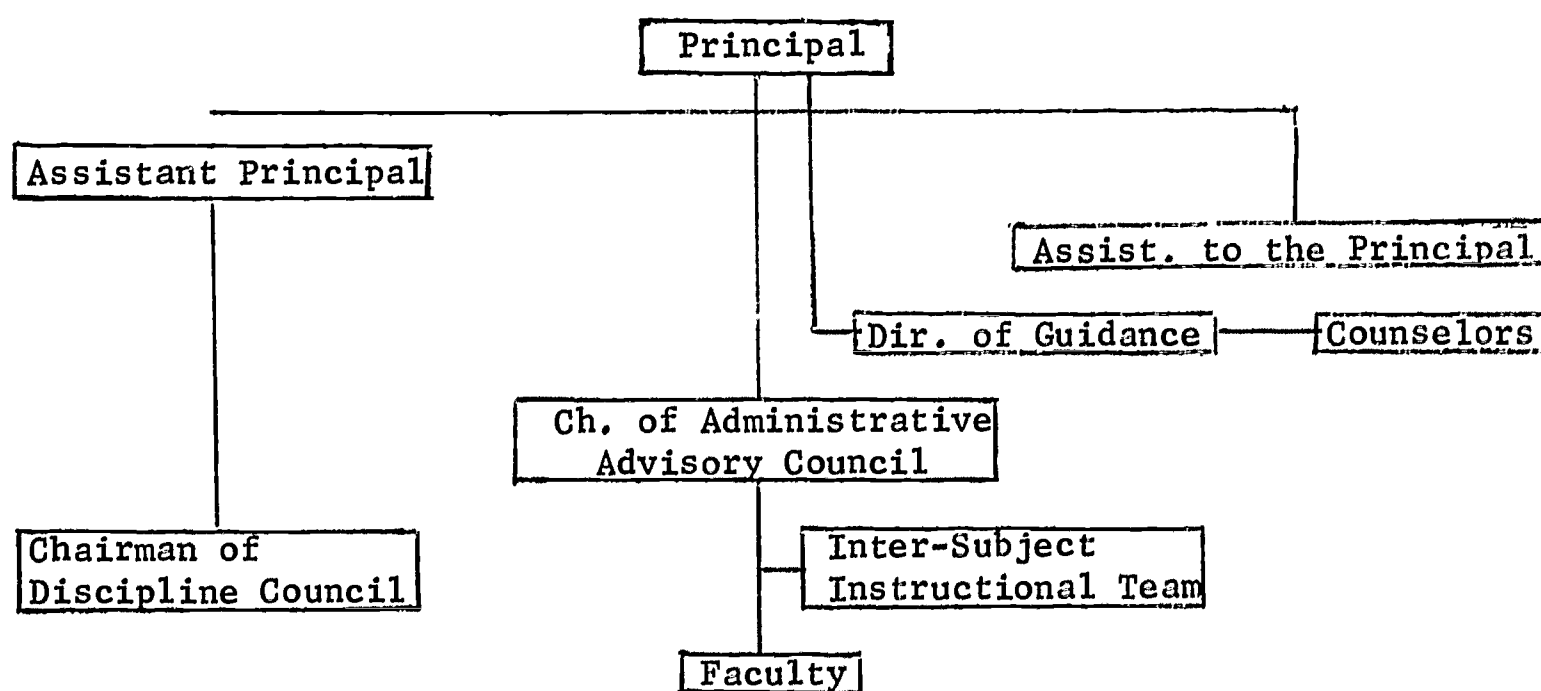


FIGURE II

ORGANIZATIONAL CHART
KATIE GRIFFIN JUNIOR HIGH SCHOOL

LaCumbre Junior High School, Santa Barbara, California.

The principal, assistant principals for both boys' and girls', a head counselor, and counselors for boys' and girls' make up the basic administrative pattern for this school. In addition, like the previous schools, there is an Administrative Advisory Council, which consists of primarily the department heads. Special assignment coordinators take care of such things as student activities and detention.

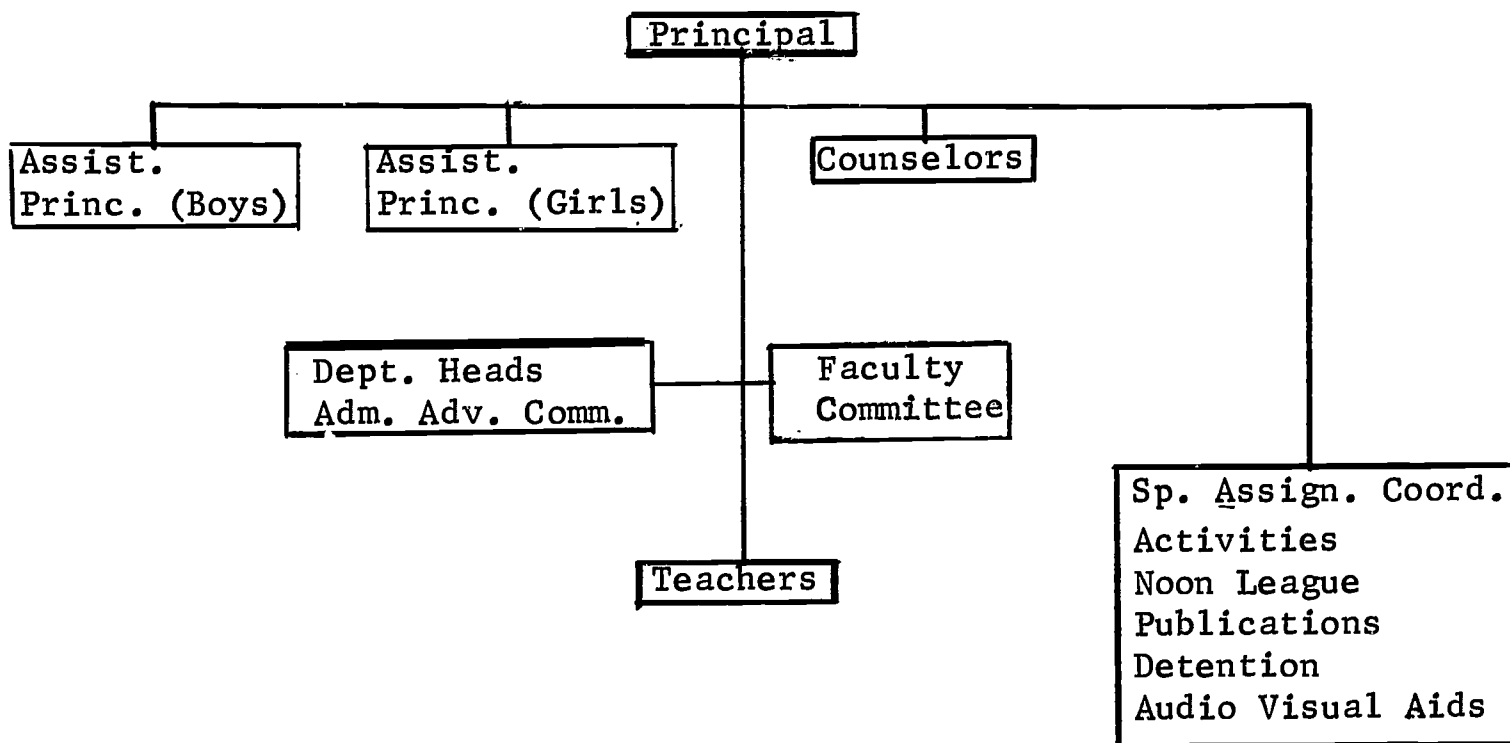


FIGURE III

ORGANIZATIONAL CHART
LACUMBRE JUNIOR HIGH SCHOOL

Community Middle School, Eagle Grove, Iowa.

New terminology highlights the organizational pattern of this school. The instructional principal heads the organization and is supported by an operations principal. Again an administrative council is utilized between the administration and the team leaders, counselors and education media specialist.

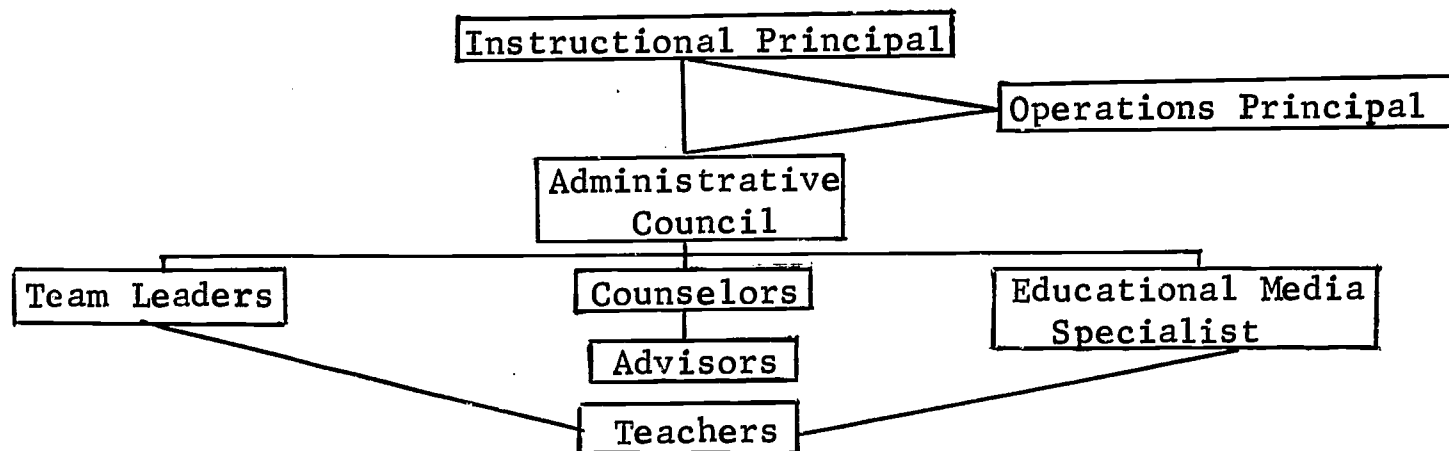


FIGURE IV

ORGANIZATIONAL CHART
COMMUNITY MIDDLE SCHOOL

Ray Lyman Wilbur Junior High School, Palo Alto, California.

The "curriculum associate" type organization is used in this school. The associate in the academic subjects is given four periods for curriculum work and teaches three periods. They perform the usual departmental duties, but are called associates.

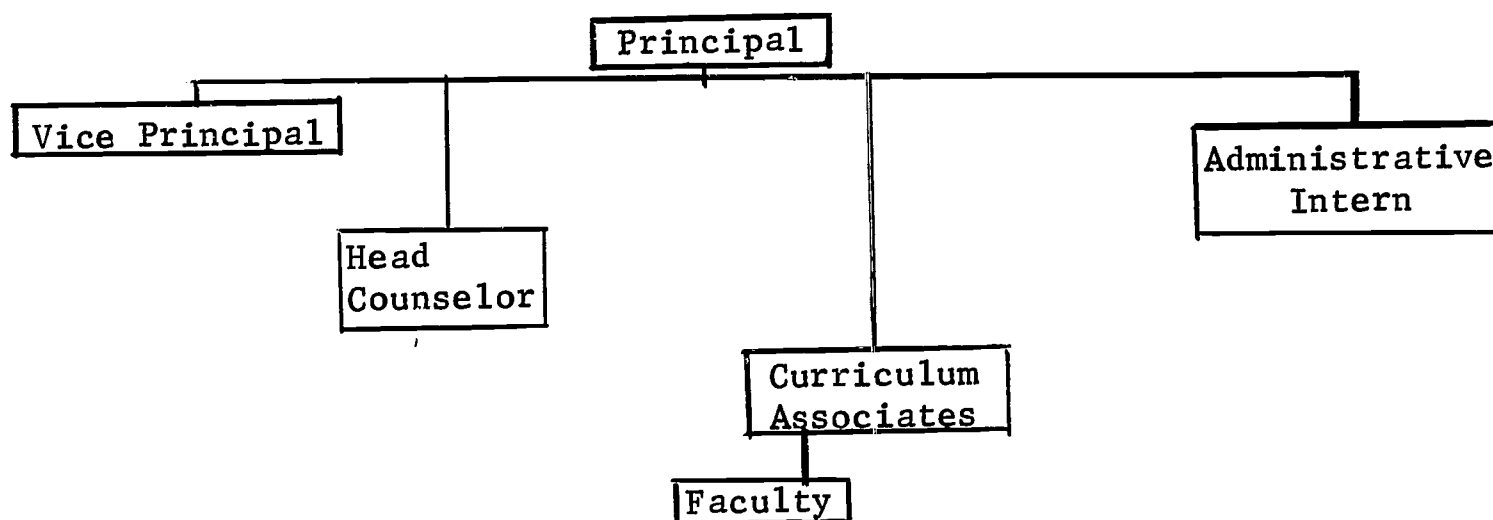


FIGURE V

ORGANIZATIONAL CHART
WILBUR JUNIOR HIGH SCHOOL

Albermarle Road Junior High School, Charlotte, North Carolina.

The administrative organization of this school consists of a principal, assistant principal (pupil services), a school coordinator (curriculum), team leaders, humanities specialist, and a director of in-service. All those but the in-service director form the principal's cabinet.

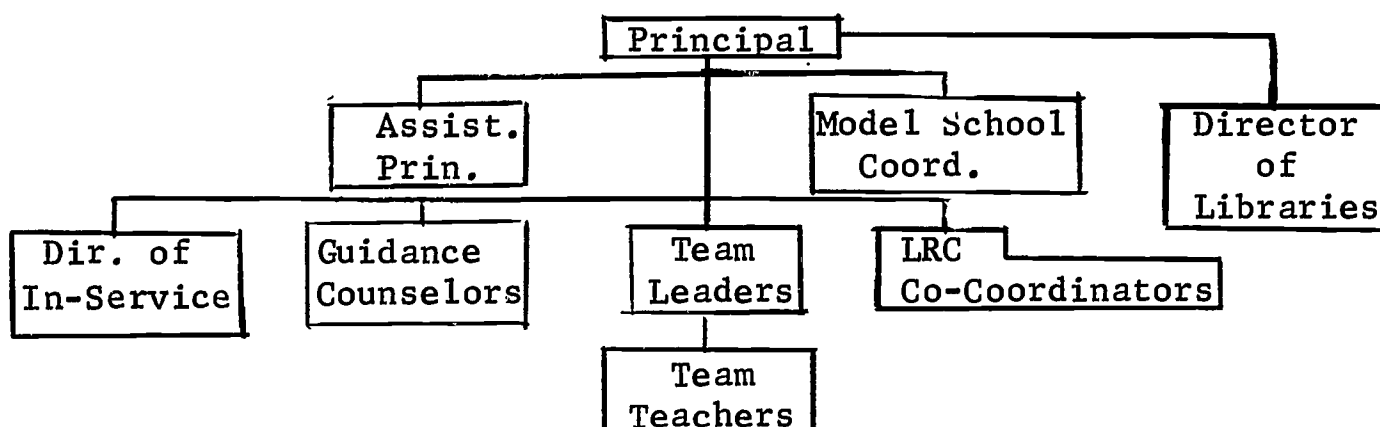


FIGURE VI

ORGANIZATIONAL CHART
ALBEMARLE ROAD JUNIOR HIGH SCHOOL

Luther Burbank Junior High School, Burbank, California.

In addition to a principal and two assistant principals, this school has a curriculum coordinator. This person is attached to the school to provide assistance to the teachers and to interpret the course of study. They assist in improving instruction by working with teachers, but they are not in an evaluative position. He is responsible for all areas of the curriculum.

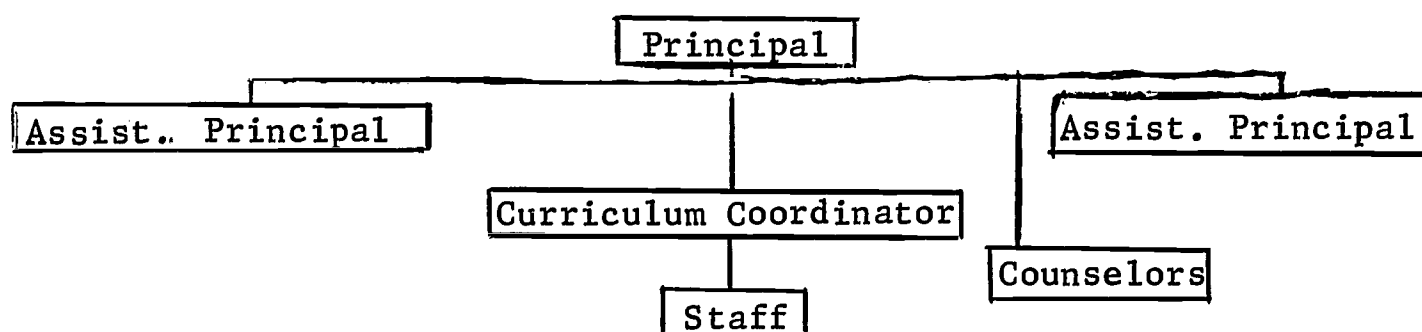


FIGURE VII

ORGANIZATIONAL CHART
LUTHER BURBANK JUNIOR HIGH SCHOOL

North Bethesda Junior High School, Bethesda, Maryland.

This school has a principal, two assistant principals, guidance coordinator, department resource teachers for English, mathematics, science, and social studies, and department chairmen for all other subjects. In addition, there is a Teachers' Professional Committee.

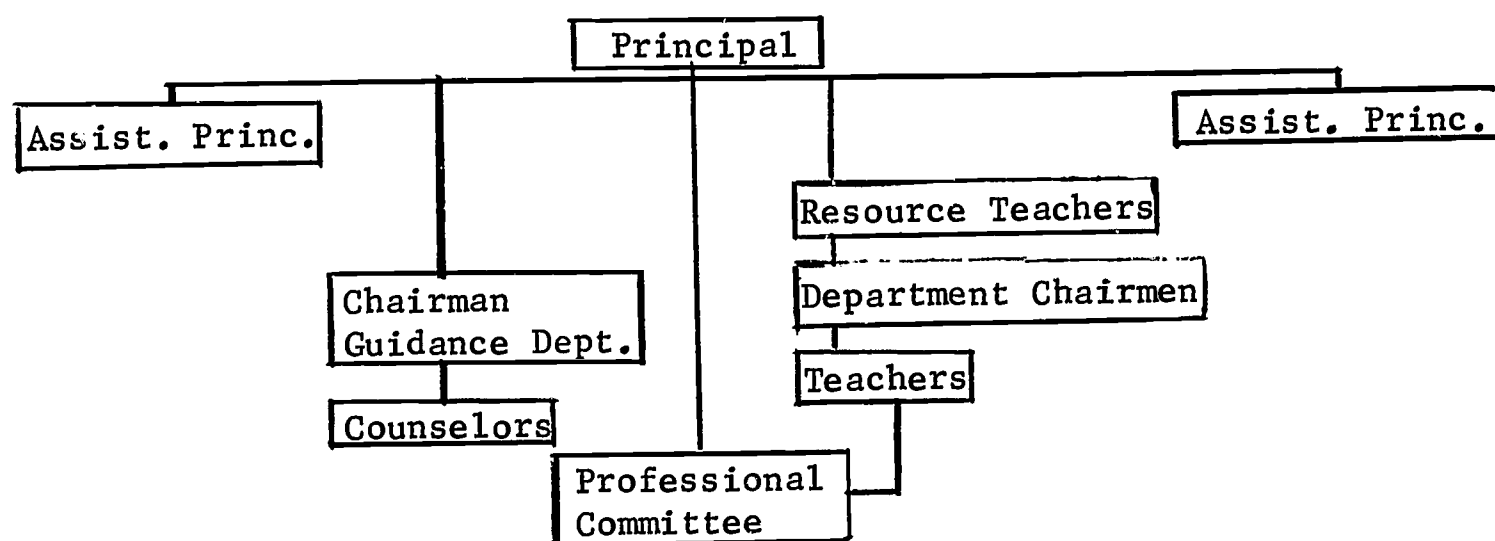


FIGURE VIII

ORGANIZATIONAL CHART
NORTH BETHESDA JUNIOR HIGH SCHOOL

William E. Orr Junior High School, Las Vegas, Nevada.

The Orr school has a principal, assistant principal, administrative intern, coordinators (one each for Arts-Technology, Language Arts-Social Studies, and Math-Science), and Team Leaders. All but the team leaders serve on the Administrative Advisory Council. Another feature is the organization of Math, Science, Social Science and English Teachers into four man teams with large blocks of time and a common group of students. This semi-flexible schedule allows the teachers certain advantages for arranging time and pupils into patterns most conducive to their learning patterns, but most importantly, it short circuits the focusing of specialization and channels the thinking toward the individual child.

At the same time, the department is maintained as an entity so that curriculum development can continue.

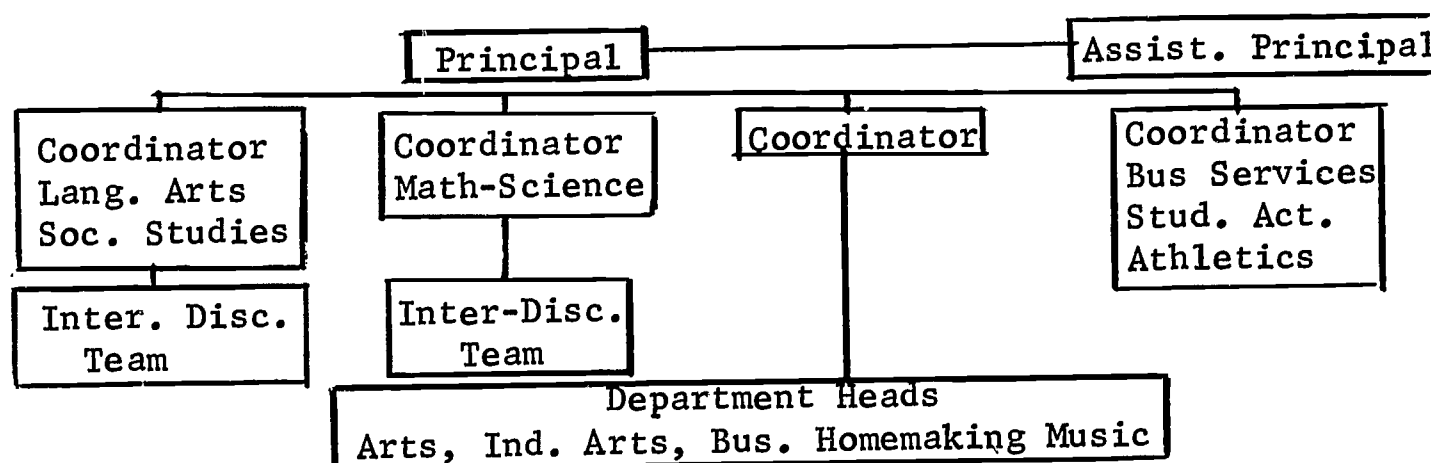


FIGURE IX

ORGANIZATIONAL CHART
WILLIAM E. ORR JUNIOR HIGH SCHOOL

Old Orchard Junior High School, Skokie, Illinois.

In an operation similar to Orr's, this school has a principal, assistant principal, team leaders, and department coordinators in Language Arts, Social Studies, Mathematics, Science, Physical Education and Shop. Old Orchard also has effected the inter-disciplinary instructional team approach, over which the team coordinators maintain direction.

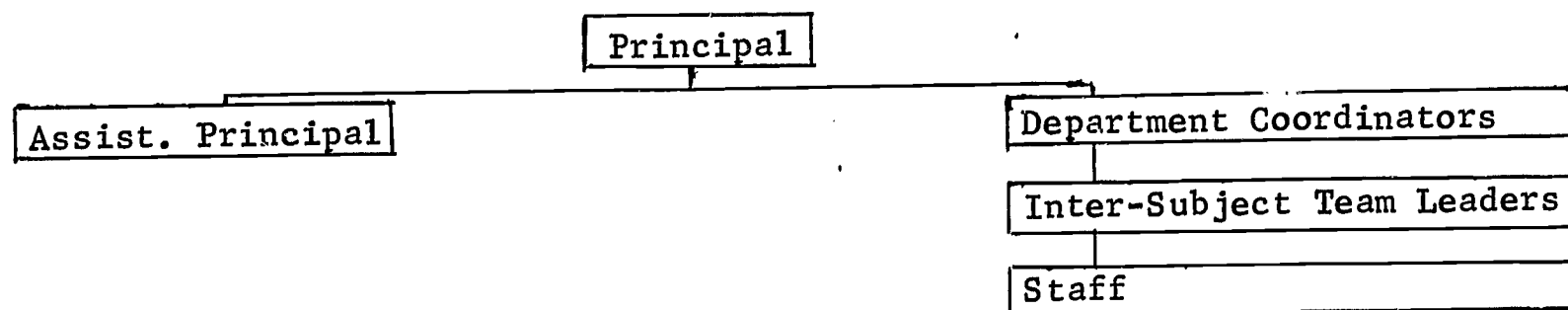


FIGURE X

ORGANIZATIONAL CHART
OLD ORCHARD JUNIOR HIGH SCHOOL

Hanley Junior High School, University City, Missouri.

Also utilizing the cross disciplinary team approach, Hanley is included here because the team leaders follow the principal and his two assistants in organizational authority. No department heads are used, but purpose committees are employed.

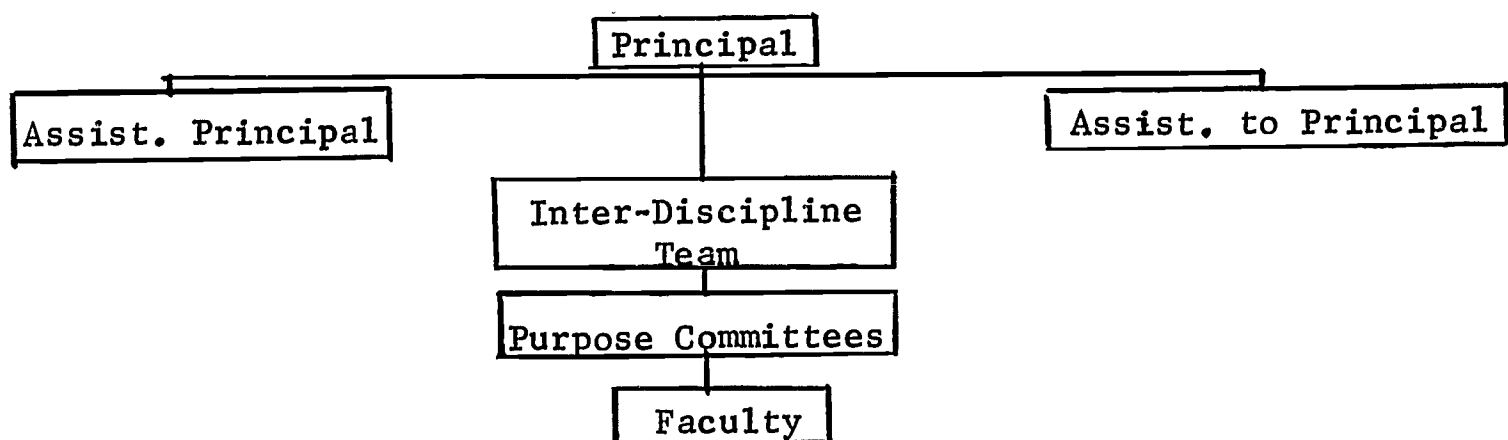


FIGURE XI

ORGANIZATIONAL CHART
HANLEY JUNIOR HIGH SCHOOL

Chute Junior High School, Evanston, Illinois.

The only difference, organization-wise, between Chute, and the three previous schools using the interdisciplinary approach is the injection of the position of a school social worker in the line of authority after the principal and his assistant. Chute; along with Orr and Old Orchard, also maintains the department head to continue having someone concerned with curriculum.

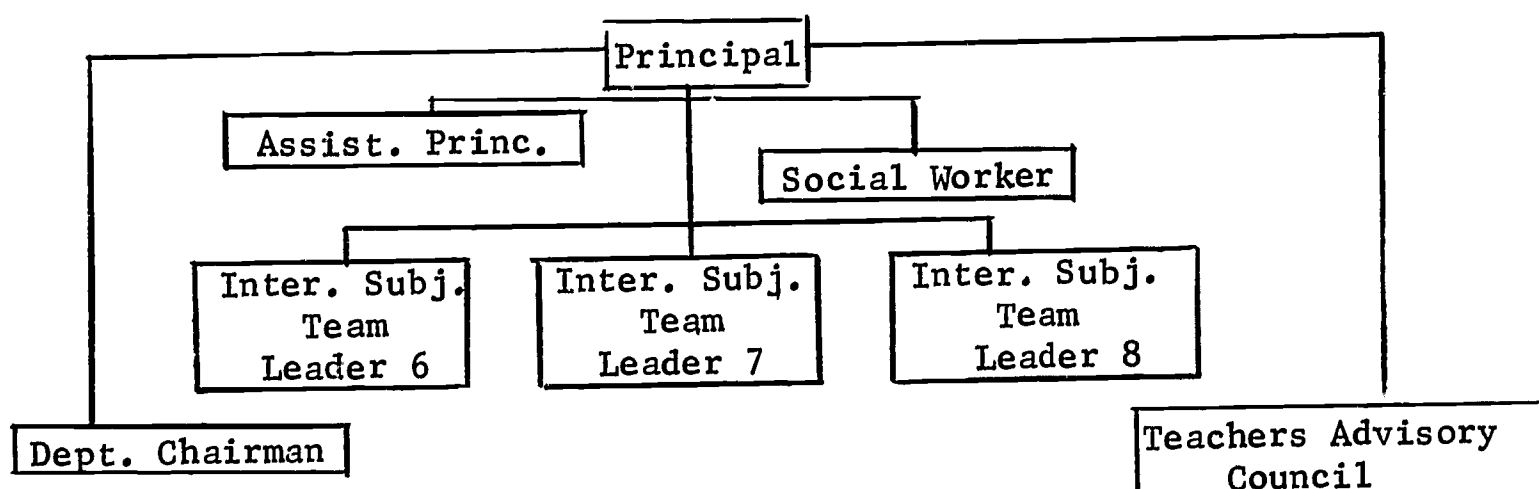


FIGURE XII

ORGANIZATIONAL CHART
CHUTE JUNIOR HIGH SCHOOL

Skyline Junior High School, Wilmington, Delaware.

A variation of the Inter-disciplinary approach was developed by this school. The leader of each team was designated by grade, i.e., Team Leader 9, 8, and 7. However, each was of equal authority after the principal and his assistant. The three leaders and two administrators combined to form the planning and steering committee.

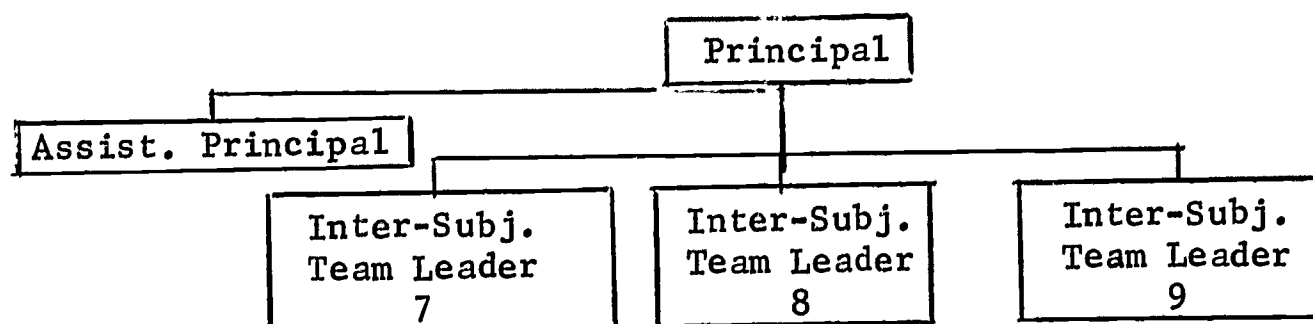


FIGURE XIII

ORGANIZATIONAL CHART
SKYLINE JUNIOR HIGH SCHOOL

Belt Junior High School, Wheaton, Maryland.

Another variation of the inter-discipline team approach was included here because the guidance counselor, normally considered part of the administrative hierarchy, was made part of the team, and as needed, other administrators. The team leaders followed the assistant principal in authority, with the department head in fourth position. (No Chart)

South Junior High School, Bloomfield, New Jersey.

As an example of one of the few pure organizational innovations, South's organization was based solely on purpose. Immediately below the assistant principal was found the position of chairmen for the four purpose committees, e.g., Health, Citizenship, Lifework, and Leisure and Recreation. These committees focused on school problems of curriculum and operation, making appropriate decisions and recommendations to the administration. The department heads were next in line of authority after these committees. This type organization was based on the concept that organization was determined by the goals of the institution.

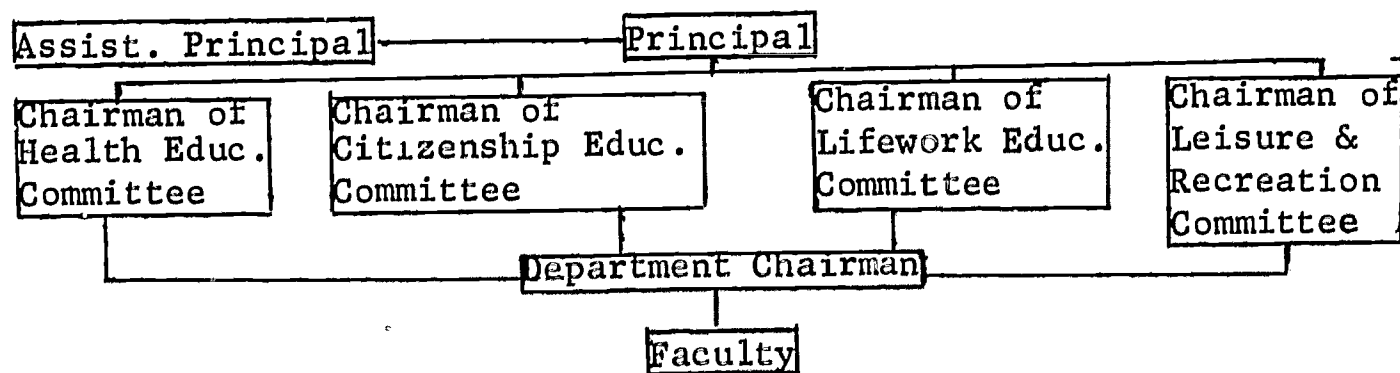


FIGURE XIV

ORGANIZATIONAL CHART
SOUTH JUNIOR HIGH SCHOOL

Horace Mann Junior High School, San Diego, California.

This school had a vice-principal for each of the three grades, a dean for each grade, and two counselors per grade (one of whom was a head counselor). In addition, each grade was assigned two advisers. A school-within-a-school organization was used.

A proposal for a change in the administrative organization was proposed for the 1968-69 school year as follows: one vice-principal for curriculum who was in charge of the department heads, a boys' and a girls' vice principal, a boys' and a girls' counselor, and six class advisers.

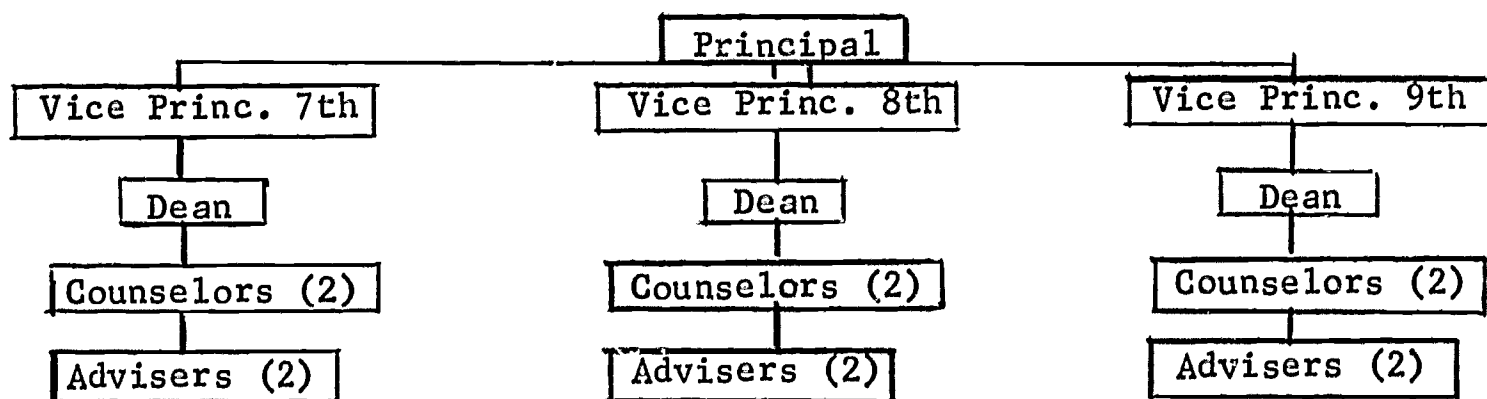


FIGURE XV

ORGANIZATIONAL CHART
HORACE MANN JUNIOR HIGH SCHOOL

Summary. The organizational patterns described in this section provide ample evidence that a variety of plans are being tried in an attempt to meet the needs of a vastly and rapidly changing modern junior high school.

II. ORGANIZATIONAL CRITERIA FOR JUNIOR HIGH SCHOOLS

The purpose of this section was to show what organizational criteria are used in today's junior high schools, what criteria are emerging, and what factors should be avoided in any organizational pattern.

Current Criteria

Based on the data derived from this study the following criteria are currently being employed in the sub-structure of the junior high schools.

1. The vice or assistant principal is the principal's immediate subordinate.
2. The department head is the second level of authority below the principal.
3. The department head is selected for his leadership ability, enthusiasm for work and his knowledge and understanding of students.
4. The department head is responsible to the principal.
5. Approval of innovative practices must be obtained from the department head and/or the principal.
6. The counselor is the third level of authority under the principal.
7. The counselor's primary duty is face-to-face counseling.
8. The principal's administrative span of control is between three and eight positions.
9. The student council is the principal's primary channel of communication with the studentbody.
10. A student government adviser acts as liaison between the students and the principal.

11. Inter-school visits are used to broaden the vision of the teachers.

12. Subject-matter workshops and departmental study sessions are the techniques used to influence the curriculum.

13. Line officer-teacher consultations are used to improve instruction.

14. Ability grouping is used to meet individual differences of the students.

15. Team teaching is the staff utilization pattern employed to provide for independent progress of students.

16. Team leaders are the level of authority under the department head.

Emerging Criteria

The data gleaned from this study indicate that the following criteria are emerging and should be included in the organizational pattern of a model junior high school.

1. The position of vice-principal should be employed when the enrollment of a junior high school reaches 750, and an additional assistant should be employed for every 750 students thereafter.

2. The vice-principal's major responsibility should be student personnel administration. This would free some time for the principal to work on instructional improvement. When the school is large enough for two assistants, the second should be primarily concerned with curriculum.

3. The department head should be maintained as an integral position

in the administrative sub-structure, but provide him with the appropriate authority and time commensurate with his responsibility.

4. The pupil-teacher ratio should be maintained as close as possible to 20:1.

5. A Teachers' Advisory Council or Faculty Council should be established. The council's level of authority should be next after the department head. Such a council would involve the teachers and develop a sense of responsibility for happenings outside their classroom. This would also provide a forum where ideas could be aired and studied. The sole purpose of such a council should be to advise the principal, and unless the recommendation was illegal or so against his philosophy that he couldn't live with it, the principal should accept it.

6. A Curriculum Coordinator should be provided to serve as a subject matter generalist for the entire school, one who would provide stimuli and assistance to all subject areas. His authority would be above the department head. The position has merit and could be a real asset to a forward-looking principal, and it is one way to keep a superior instructional person working with classroom activity rather than moving him into an administrative position.

7. The philosophical basis for organization of the junior high school should be based on the purposes of the school. Purpose Committees (Health, Citizenship, Lifework, and Leisure and Recreation) should be established and charged with the responsibility of assessing the total school effort in light of the purposes to be achieved. School experiences would be organized to transgress subject matter limits. The authority level of these committees should be between the department heads

and the administrators.

8. Not only are teachers clamoring for a voice in the administration of the schools, but so are the students. Two techniques not widely used, that show promise are: (a) having the student council executive committee meet regularly with the like committee of the P.T.A. and (b) to have student representation on appropriate teacher committees. By these methods there would be a good cross-flow of ideas and concepts. Too often the student has complained that the older generation didn't understand him and vice versa, but such arrangements would soon create an understanding.

9. The inter-subject instructional team approach should be employed. This pattern retains the advantages of departmental organization, allows the teacher to know their pupils better, and provides the means to integrate their studies. Such a method helps the student to see the inter-relationships that exist in the world of knowledge, rather than a compartmentalized or single frame of reference.

10. Sufficient administrative positions, quasi-administrative positions and secretarial help should be available to do the routine matters so that opportunities for professional growth of the staff might be arranged. If positions are not available, then a school professional growth and development committee should be formed to arrange for in-service training, inter-school visits, and curriculum study.

11. The school's organizational pattern should be such that there is sufficient opportunity and time for the administrator and the teacher to get together for visitations and consultation. Improvement of the teacher's interaction with his students could be the most important method

of improving instruction, so there needs be time for this type of consultation.

12. Sufficient administrative positions should be incorporated into the organizational hierarchy of schools to preclude the necessity of using counselors in an administrative capacity. The head counselor could function in the same capacity as any other department head.

Negative Factors

According to the data of this study, if the factors listed hereafter are found in the organizational pattern, no matter what pattern is used, they will have a negative effect on instruction and should be avoided.

1. Many types of new positions have developed in recent years, i.e., resource teachers, team leaders, department heads, activity advisors and attendance counselors, but people in these positions have been expected to accomplish their tasks with little or no released time to do them. There was more of a tendency to give them additional pay for these labors, but man is not basically an economic man. What he needs is time to do the job. The data gleaned from this study indicated that sufficient released time would enable him to operate more effectively. Resource teachers and department heads, for example, should have a minimum of three periods free in a seven period day to concentrate on improving the curriculum and instruction, and attending to the myriad of duties attendant to these positions.

2. Most of the principals believed that their organizations needed modification. When the attitude sets in that no changes are

contemplated, then the school will eventually be unable to meet the responsibilities placed upon it by society.

3. Some junior high schools are becoming too large, as large as high schools. This factor works against the needs of the junior high student. Effort should be made to maintain the enrollment between 750 - 1,250 students. When, because of rapid population increases or financial pressures, it is necessary to go beyond those figures, techniques such as the "school-within-the-school" should be employed to provide the opportunity for individual expression.

4. High pupil-teacher ratios apparently have a negative effect on instruction, whereas innovations, not only in instruction but in organization, are apparently encouraged and facilitated by a low pupil-teacher ratio. Effort should be made to bring the ratio on the junior high level as close as possible to 20:1.

5. Not until the school enrollment reached the 1,250 - 1,500 level did the pupil-counselor ratio come near the desired 250:1 ratio. The junior high age is when the schools start losing their hold on the young people, and the employment of sufficient counselors would be one step to help change that situation.

6. Frequently the counselors were found at the third or fourth level of authority in school organizations and thus could be expected to get involved in the administrative problems of the school. This weakens their effectiveness as counselors.

7. Most schools still maintained a span of control within the range suggested by the literature. There was some skepticism that

holding to a span of control concept, or a traditional hierarchy of authority, stifled creativity and development of leadership. However, the two are not incompatible, and by imaginative organization they will compliment each other.

8. There is constant agitation to get rid of the departmental organization in the secondary schools. Apparently having a departmental organization had no detrimental effect on the innovative practices in most of the schools in this study. Even those schools which required departmental approval of innovative ideas were still considered on the growing edge.

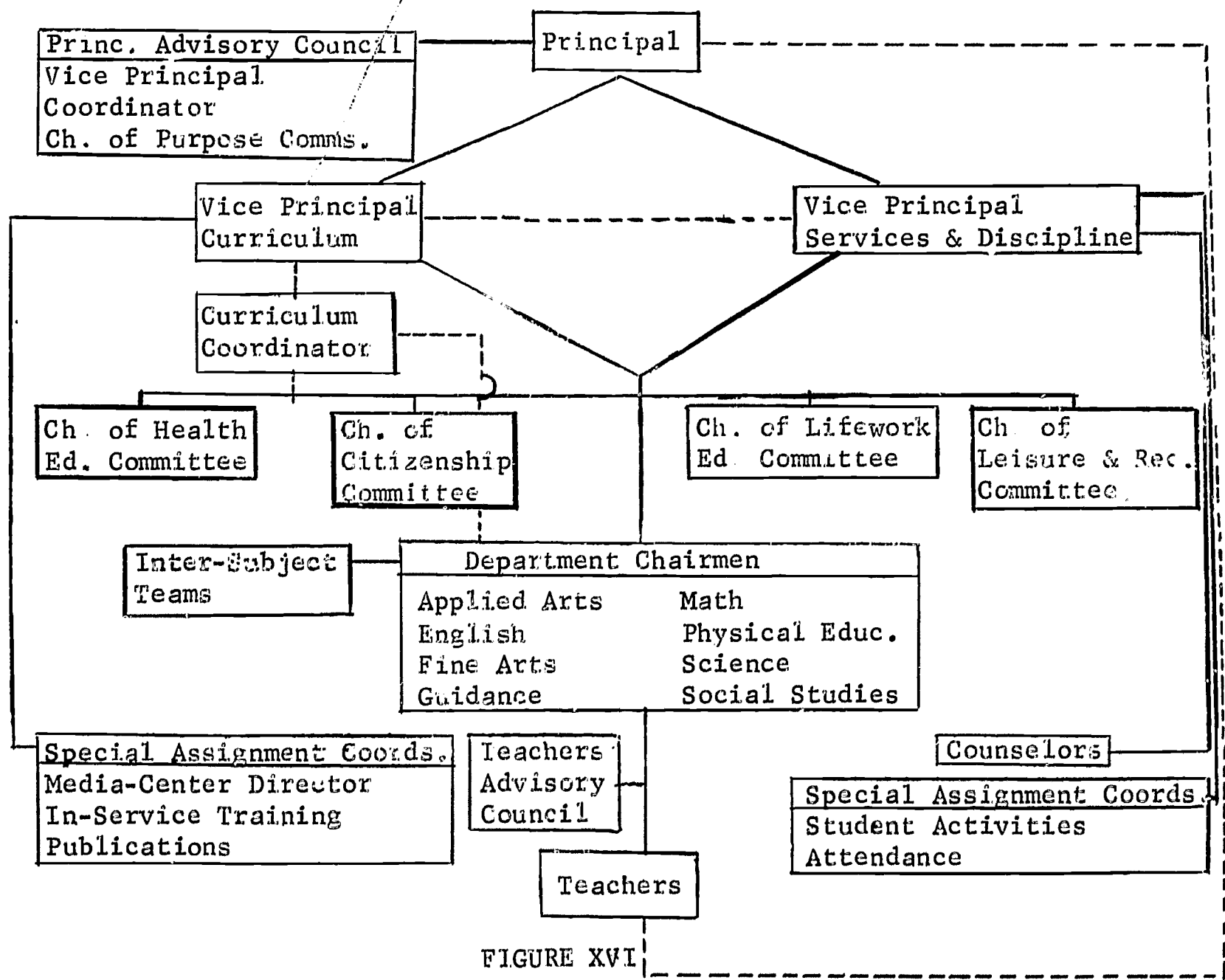
The department head appeared to be a firmly entrenched organizational feature in today's junior high school. He is normally appointed by the building principal for an indefinite period of time. He is responsible to the principal in most cases, and is selected on the basis of several attributes, the most important of which are leadership ability, enthusiasm for work, knowledge and understanding of students, and superior teaching ability. The majority of those principals not employing the department head would do so were they to reorganize; whereas only a small percentage of those using the department head would drop it were they to reorganize.

Considering all the information gleaned from the literature and the data from this study, it is recommended that the department head has an important role to play in today's junior high schools if it is based on the right philosophy and is given adequate authority, released time, and compensation to accomplish its purposes.

9. Most teaching contracts call for nine months of professional services. This is considered as poor utilization of talent by a large number of principals in this study. Teachers should have longer contracts (from two weeks to two months longer) if their full capabilities are to be used.

III. A PROTOTYPE ORGANIZATION CHART

The following organizational chart is suggested as a prototype for junior high schools.



A PROTOTYPE ORGANIZATION CHART

Summary

The writer realizes that there is no optimum administrative organization pattern that would be applicable to all junior high schools. But, by a sagacious blending of the current and the emerging criteria, and avoiding the negative factors, a principal can organize his school to solve the main problem that confronts education; that problem being how to provide the teacher with time to plan and think, opportunities to analyze with others what happens in the classroom and freedom to experiment and support for that experimentation.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

I. SUMMARY OF FINDINGS

From the data presented, the following findings were obtained:

1. The type and grade organization most prevalent in the junior high schools of this study was grade seven through nine.
2. There was a movement to modify the grades in the junior high school, but on the issue of what grades to include there was much diffusion.
3. The most common size for a junior high school ranged between 750 and 1,250 students.
4. Those schools having a low pupil-teacher ratio (under 20:1) tended to be more innovative than those with a higher pupil-teacher ratio (over 20:1).
5. Those schools with a low pupil-teacher ratio also tended to have more administrative positions than those with a higher pupil-teacher ratio.
6. The position of vice (assistant) principal was included in the administrative organization of most junior high schools.
7. The larger the school population, the more need there was for a second, and sometimes a third vice-principal.
8. In most schools, the assistant principal was second in authority to the principal.

9. The principals were evenly divided as to whether the vice-principal should be responsible for discipline or curriculum in an optimal junior high school organization.
10. Almost half the principals believed there should be two assistant principals. The duties of the second assistant being rather evenly split among discipline, pupil services and curriculum.
11. The larger the school enrollment, the more counselors were used.
12. The majority of schools had an administrative span of control of between three and eight positions.
13. The larger the school, the greater was the span of control.
14. The position of counselor was used more frequently in the schools having a grade seven through nine organization than in those schools with the intermediate or middle school grade pattern.
15. The position of counselor was used to a greater degree in schools having a low (under 20:1) pupil-teacher ratio than in those schools having a higher ratio (over 20:1).
16. Although the position of counselor was on occasion the level of authority after the vice-principal, its frequency of selection was much less than that of the department head.
17. The three most important duties of counselors were found to be: (a) face-to-face counseling, (b) group counseling, and (c) testing.

18. Counselor membership on the principal's advisory council was found to be of secondary import.
19. The use of a Teachers' Advisory Council has gained solid support as a level of authority in the administrative organization. Its most frequent level was right after the department head.
20. The position of team leader was also frequently considered part of the administrative hierarchy.
21. Positions such as department heads, resource teachers, team leaders, activity advisors, and attendance advisors received only a low amount of released time for their non-teaching responsibilities.
22. When released time was given, the department head received the most.
23. Additional pay was given to positions such as those enumerated in #21 on a broader basis than released time.
24. The principals also believed that additional pay and released time were necessary organizational components. They also recommended that longer contracts (from two weeks to two months longer) be available.
25. The administrative officers in most of the schools aided the professional development of the staff by involving them in curriculum study and selection of materials and supplies.
26. The positions of vice-principal, department head, curriculum coordinator and team leader had a very high level of frequency of involvement in the duties that had a direct effect on the

instruction in a school.

27. Teachers were also aided in their growth by being permitted to go on inter-school visits, participate in regular in-service training and to help develop course guides.
28. The provision of subject matter workshops appeared to be the most influential technique on the curriculum. Departmental study sessions also rated highly.
29. One emerging concept of merit was the establishment of a Curriculum Steering Committee with plenary authority.
30. In-service training for the staff was another highly desired change in the organization.
31. Although not of consistently high influence, the line officer-teacher consultation was believed to be an effective method to improve instruction.
32. Ability grouping of one type or another was still the most common organizational influence on the adaptation of academic courses to different levels of difficulty.
33. Team teaching, along with its usual companion of large or small group instruction, was the most frequently and organizational influence for providing for the independent progress of students.
34. The use of inter-subject instructional teams has emerged as a definite trend in meeting the needs for independent progress.

35. The principals expressed a real need for more inter-disciplinary positions and approaches to instruction.
36. Utilizing a student body advisor to work with a student council was the most common method of providing the students with the opportunity to participate in the school's enterprises.
37. Student representation on appropriate faculty committees was an emerging technique.
38. Most schools still required the approval of either one or both the department head or principal before attempting an innovation.
39. A sizable segment of the sample schools permitted the teacher to "Just do it!" when it came to trying something new.
40. The department head was the most frequent level of authority after the vice-principal.
41. The department head was utilized in three-fourths of the schools sampled.
42. The majority of those principals not using a department head organization desired to implement it were they to administratively reorganize.
43. Only a few principals who currently had department heads would remove the position were they to reorganize.
44. In most cases, the principal appointed the department head, with appointment by the superintendent being the second most frequent method.

45. The length of appointment for the department head was usually for an indefinite period of time, and the next most frequent being for one year.
46. In almost all cases, the department head was directly responsible to the building principal. In those situations where he was not responsible to the principal, he was to the vice-principal.
47. The four most important criteria for selection of department heads, in order of importance, were: (a) leadership ability, (b) enthusiasm for work, (c) knowledge and understanding of students, and (d) superior teaching ability.
48. The criteria adjudged least important, with the first listed being the least important, were: (a) popularity among the department members, (b) seniority, (c) advanced degree or study, and (d) desire for professional growth.
49. Most principals believed their organization to be either highly effective, but needing modification, or one that did the job.
50. The most desired organizational change was for additional released time for teachers, department heads, counselors, and other quasi-administrative positions.
51. Several organizational components believed necessary in a junior high school were: (a) department heads, (b) Teachers' Advisory Council, (c) Curriculum Coordinators, (d) Team Leaders, (e) inter-subject instructional teams, and (f) helping teachers.

52. Most principals indicated that the philosophical basis for their organization was a combination of process and purpose, but were they to reorganize, there was about an even split as to whether the organization would be purpose based or a combination of purpose and process.

II. CONCLUSIONS

The researcher posed five questions in Chapter I in anticipation that this study would provide the answers for them. The questions and answers are as follows:

1. Is there a need for the departmental organization in the junior high school?

Answer: Yes! All organizations need some sort of hierarchy in order that someone is ultimately responsible for the activities of that organization. The data obtained from the study indicates that the departmental organization is firmly entrenched in today's junior high school, and meets the need for intermediate decisions.

2. If the department head is needed in the junior high school, what qualifications for selection are appropriate? What are the duties of the department head?

Answer: The department head is selected on the basis of several attributes, the most important of which are leadership ability, enthusiasm for work, knowledge and understanding of students, and superior teaching ability. The duties of the department

head included, but were not necessarily limited to, the following:

- a. Provide leadership in the selection of textbooks.
- b. Call attention to new ideas and developments within the field.
- c. Exercise leadership in the development of departmental course objectives, syllabi, and content, as well as in the development of the total school curriculum.
- d. Preside at departmental meetings.
- e. Orient new teachers into the system.
- f. Prepare written evaluations of the achievement and activities of the department.
- g. Conduct research and experimentation within their respective fields.
- h. Work with teachers in improving their procedures for student evaluation.
- i. Familiarize staff with community resources and facilities.
- j. Develop and implement in-service training programs.
- k. Order departmental supplies and equipment.
- l. Supervision of classes.
- m. Advise the principal.
- n. Interview teacher candidates.
- o. Help in assignment of classes to the teachers.

3. If the department head is not the appropriate organizational pattern for junior high schools, what is?

Answer: The departmental organization is appropriate for junior high schools. However, additional components are also useful, such as: (a) Inter-Subject Instructional Teams, (b) Teachers' Advisory Council, (c) Curriculum Coordinators, and (d) Purpose Committees.

4. What is an effective administrative span of control in a junior high school faculty?

Answer: A span of control of no more than five to eight is considered maximum for effectiveness.

5. Can the organizational structure be such that the attention can be focused on the total experiences of the students?

Answer: Yes, by providing a purpose-based organization and inter-subject instructional teams.

III. RECOMMENDATIONS

1. The seven through nine grade organization appeared to be the most popular; but, the number of schools which operated under a different arrangement suggested that empirical studies be done to determine what grade organization was appropriate for the junior high school adolescent.
2. Since team teaching was considered the most effective approach to instructional improvement by the principals in this study, the position of team leader should be a part of the organiza-

tional make-up. These positions should have authority just under the department chairman, because in some schools there would be more than one team per department.

3. It appeared that most schools used subject-matter workshops and department study sessions as the vehicles for improvement of the curriculum. It is recommended that sufficient study of the student accompany subject-matter study.
4. Ability grouping was the most common technique employed to adapt the academic courses to different levels of difficulty. If so, then it is recommended that the students are grouped because of their interests, that what is taught is different and how it is taught is different.
5. Because of the constantly changing roles in which an educator finds himself, he will have to develop new skills in personal relationships. Understanding himself in relationship to others will require the educator to undergo some "sensitivity training," and thus he will be able to function more effectively in a human interaction system.

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APPENDIX

November 7, 1967

In partial fulfillment of the requirements for the degree of a doctor of philosophy in educational administration at the University of Utah, I am doing a study on the internal organization of junior high schools for instruction. This study is not concerned with innovations such as team teaching or modular scheduling, but with administrative or staff organization innovations such as basing staff organization on purposes, instructional team organization (multi-subject team), or unique department head utilization.

My data problem is to find schools where something is being done, so I'm writing to you as the state officer whom I assume would have knowledge of which junior high schools in your state are doing some internal organization innovation for instruction. In addition, maybe there are some senior high school programs which would be adaptable to the junior high school.

Would you please send me a list of the schools in your state which are attempting this type of innovation so that I might contact them? I'm sure you can see that further collection of data is dependent upon my being directed to proper sources of information, and I'd be most grateful if you could provide me with this link.

Sincerely,

Norman D. Riggs
9673 South 3100 East
Sandy, Utah

Dr. Paul C. Fawley, Chairman
Department of Educational Administration
College of Education
University of Utah

January 1, 1968

Director
Educational Research Service, Inc.
419 Martin Terrace
State College, Pennsylvania 16801

Dear Sir:

I am doing a doctoral study on the internal organization of junior high schools for instruction. This study is not concerned with innovations such as team teaching or modular scheduling, but with administrative or staff organization innovations such as basing staff organization on purposes, instructional team organization (multi-subject team), or unique department head utilization.

My data problem is to find schools where something is being done, so I am writing to your organization in hopes you are acquainted with some schools across the country where they are doing this type of innovation. I'm sure you can see that further collection of data is dependent upon my being directed to proper sources of information, and I'd be most grateful if you could provide me with this link.

Sincerely,

Norman D. Riggs
9673 South 3100 East
Sandy, Utah 84070

January 24, 1968

Dear Colleague:

I am doing a doctoral study on the internal organization of junior high schools.

Your school (district) has been identified by either your state department of education, your district, or by authors and authorities as one which is doing some organizational innovation.

Having spent the last three years as a junior high school principal, I am aware of the pressure of time on you, and this is exactly the reason for my study. I would like to find out how you have organized your school so that you can devote the maximum time to instruction and utilize your staff to the greatest degree.

Would you please take the time necessary from your busy schedule to complete this questionnaire and return it in the enclosed stamped and addressed envelope not later than February 7, 1968. This date is just before the NASSP convention, so I'll be tabulating while you enjoy the convention.

Cordially,

Norman D. Riggs
9673 South 3100 East
Sandy, Utah 84070

Paul C. Fawley, Chairman
Department of Educational Administration
College of Education
University of Utah

NDR:sr

Enclosure

PRINCIPAL'S QUESTIONNAIRE

Part I - GENERAL INFORMATION

Name of School _____ City _____ State _____
Grade Organization: 7, 8, & 9 _____; 6, 7, & 8 _____;
7 & 8 _____; Other (Specify) _____;
Size of Student Body _____; Number of Teachers _____;
Number of Counselors _____; Number of Administrators _____;

Part II - ORGANIZATIONAL INFORMATION

In order to obtain the maximum amount of information, please feel free to elaborate on any of the following questions.

1. In your administrative school organization, how many line positions report directly to you?

_____ a. 3-5	_____ d. 13-15
_____ b. 6-8	_____ e. Over (specify)
_____ c. 9-12	

2. In your administrative school organization, what is your rank order of authority? Indicate by listing the position(s) next to you as number 1, and then proceed in an ascending order.

1.	4.
2.	5.
3.	6.

3. The administrative positions in your school receive compensation in which of the following manners or combination? Please identify what position receives what type of compensation, and in the salary column, don't hesitate to modify the amount listed if it does not match yours.

a.. Released Time (Position)

b. Additional Pay (Position)

_____ None
_____ 1 Period
_____ 2 Period
_____ 3 Period
_____ 4 Period
_____ 5 Period
_____ 6 Period
_____ 7 Period

_____ None
_____ \$100 per yr.
_____ \$200 per yr.
_____ \$400 per yr.
_____ \$600 per yr.
_____ \$800 per yr.
_____ \$1000 per yr.
_____ Over

4. The following is a list of organizational innovations or positions that have appeared in the literature. Please indicate the ones you are utilizing and rank them in order of authority on an ascending scale starting with one (1).

- | | |
|--|--|
| <input type="checkbox"/> a. Vice Principal | <input type="checkbox"/> h. Team Leader |
| <input type="checkbox"/> b. Department Chairman (Head) | <input type="checkbox"/> i. Inter-subject instructional team |
| <input type="checkbox"/> c. Purpose Committees (Health, Leisure, Life Work, Citizenship) | <input type="checkbox"/> j. Helping Teacher |
| <input type="checkbox"/> d. Teachers Advisory Council | <input type="checkbox"/> k. Area Chairman |
| <input type="checkbox"/> e. Curriculum Coordinator | <input type="checkbox"/> l. Division Chairman |
| <input type="checkbox"/> f. Curriculum Associate | <input type="checkbox"/> m. Staff Chairman |
| <input type="checkbox"/> g. Curriculum Collaborator | <input type="checkbox"/> n. None |
| | <input type="checkbox"/> o. Other (identify) |

5. Those positions checked in question #4 perform which of the following duties? Please check by using the letter assigned the position and placing it in the slot in front of the duty. It is possible for some duties to have more than one letter assigned. If you are unable to find a duty you believe should be included, please write it in.

- | | |
|--------------------------|---|
| <input type="checkbox"/> | a. Provide leadership in the selection of textbooks and other instructional materials. |
| <input type="checkbox"/> | b. Interpret curriculum guides. |
| <input type="checkbox"/> | c. Consultant in the various subject areas. |
| <input type="checkbox"/> | d. Serve as a liaison between the teachers and the administration. |
| <input type="checkbox"/> | e. Call attention to new ideas and developments within the field. |
| <input type="checkbox"/> | f. Develop and maintain a professional library. |
| <input type="checkbox"/> | g. Plan and coordinate team activities. |
| <input type="checkbox"/> | h. Serve as group leader in workshops or in-service courses. |
| <input type="checkbox"/> | i. Conduct demonstration lessons. |
| <input type="checkbox"/> | j. Exercise leadership in the development of course objectives, syllabi, content, and articulation of the program within the school and district. |
| <input type="checkbox"/> | k. Prepare written evaluations of the teachers. |
| <input type="checkbox"/> | l. Order supplies and equipment. |
| <input type="checkbox"/> | m. Aid in the preparation of staff meeting agendas. |
| <input type="checkbox"/> | n. Supervise teachers through classroom visits and observations. |
| <input type="checkbox"/> | o. Serve on the Administrative Advisory Council. |
| <input type="checkbox"/> | p. Develop and implement in-service training programs for staff members. |
| <input type="checkbox"/> | q. Orient new teachers into the system. |
| <input type="checkbox"/> | r. Familiarize staff with community resources and facilities. |
| <input type="checkbox"/> | s. Coordinate budget allocation. |
| <input type="checkbox"/> | t. Prepare written evaluations of the achievement and activities of the department or division. |

- ☐ u. Coordinate scheduling, attendance, and student assignment.
- ☐ v. Conduct research and experimentation.
- ☐ w. Make recommendations in the selection, promotion and dismissal of teachers.
- ☐ x. To work with the staff in improving procedures for student evaluation.

6. By which of the following methods do your administrative line officers or positions assist your teachers in professional development? Check those appropriate.

- | | |
|--|---|
| <input type="checkbox"/> a. Regular in-service training | <input type="checkbox"/> e. Provide state contacts |
| <input type="checkbox"/> b. Involvement in curriculum study | <input type="checkbox"/> f. Selection of materials and supplies |
| <input type="checkbox"/> c. Inter-school visits | <input type="checkbox"/> g. Other (describe) |
| <input type="checkbox"/> d. Develop course guides (both school and district) | |

7. Through what organizational provisions does your school stimulate the cooperative participation of the students in your school's enterprises?

- | | |
|---|--|
| <input type="checkbox"/> a. Student Body Advisor | <input type="checkbox"/> d. Student Council |
| <input type="checkbox"/> b. Vice Principal for activities | <input type="checkbox"/> e. School Legislature |
| <input type="checkbox"/> c. Dean of Boys or Girls | <input type="checkbox"/> f. Other (describe) |

8. What procedure does a member of your staff follow when he desires to make some innovations in subject content or organization, methods of teaching or in materials?

- | | |
|--|--|
| <input type="checkbox"/> a. Just do it! | <input type="checkbox"/> c. Obtain approval of department or division head |
| <input type="checkbox"/> b. Request your permission only | <input type="checkbox"/> d. Other (explain) |

9. In which of the following ways does your organization influence the curriculum in each subject area? Indicate by ranking the level of influence on an ascending scale starting with one(1).

- | | |
|---|---|
| <input type="checkbox"/> a. District workshops | <input type="checkbox"/> e. Regular department study sessions |
| <input type="checkbox"/> b. Subject matter workshops | <input type="checkbox"/> f. Inter-school visits or exchanges |
| <input type="checkbox"/> c. Line officer and teacher consultation | <input type="checkbox"/> g. Media workshops |
| <input type="checkbox"/> d. Departmental seminars | <input type="checkbox"/> h. Other (explain) |

10. In what way does your organization influence the adaptation of academic courses to different levels of difficulty? Indicate by ranking the level of influence on an ascending scale starting with one (1).

- | | |
|---|--|
| <input type="checkbox"/> a. Ability grouping | <input type="checkbox"/> e. Remedial classes |
| <input type="checkbox"/> b. Non-graded approach | <input type="checkbox"/> f. Slow learner classes |
| <input type="checkbox"/> c. Advanced placement | <input type="checkbox"/> g. Other (explain) |
| <input type="checkbox"/> d. Correlation workshops | |

11. In what way does your organizational pattern influence the independent progress for students? Indicate by ranking the level of influence on an ascending scale starting with one (1).

- | | |
|--|---|
| <input type="checkbox"/> a. Non-graded | <input type="checkbox"/> e. Large or small groups |
| <input type="checkbox"/> b. Team Teaching approach | <input type="checkbox"/> f. Quest programs |
| <input type="checkbox"/> c. Modular schedule | <input type="checkbox"/> g. Other (describe) |
| <input type="checkbox"/> d. Inter-subject team | |

12. Which of the following duties are directly assigned to your guidance people. Indicate by ranking them on an ascending scale starting with one (1).

- | | |
|---|--|
| <input type="checkbox"/> a. Face to face counseling | <input type="checkbox"/> f. Placement and follow-up |
| <input type="checkbox"/> b. Group counseling | <input type="checkbox"/> g. Member of principal's advisory council |
| <input type="checkbox"/> c. Attendance | <input type="checkbox"/> h. Other (explain) |
| <input type="checkbox"/> d. Testing | |
| <input type="checkbox"/> e. Vocational advisors | |

PART III - DEPARTMENT HEADS (CHAIRMAN)

13. Does your school have an administrative head of each department?

- ☐ a. Yes ☐ b. No

If your answer is yes, please complete the following questions.
If no, go to Part V.

14. What method is used to select Department Heads?

- ☐ a. Elected by department members
☐ b. Appointed by building principal
☐ c. Appointed by superintendent on recommendation of principal
☐ d. Appointed by superintendent
☐ e. Other (describe)

15. What is department head's term of appointment?

- | | | |
|-------------------------------------|--|------------------------------------|
| <input type="checkbox"/> a. 1 year | <input type="checkbox"/> c. Indefinite | <input type="checkbox"/> e. Other? |
| <input type="checkbox"/> b. 2 years | <input type="checkbox"/> d. Permanent | (Identify) |

16. To whom are the department heads immediately responsible?
- | | |
|---|--|
| <input type="checkbox"/> a. Building principal | <input type="checkbox"/> d. School assigned generalist |
| <input type="checkbox"/> b. Assistant principal | <input type="checkbox"/> e. Other? (Identify) |
| <input type="checkbox"/> c. District subject specialist or supervisor | |

17. Were you to reorganize administratively, would you continue utilizing department heads? ☐ a. Yes ☐ b. No Why?

PART IV - CRITERIA FOR SELECTION OF DEPARTMENT HEADS

Directions: The following is a list of criteria compiled from the literature. Please indicate the four you consider to be the most important by marking them with a plus (+) and the four you believe to be the least important by marking them with a minus (-).

- | | |
|--|--|
| <input type="checkbox"/> 18. Seniority | <input type="checkbox"/> 24. Understanding of students |
| <input type="checkbox"/> 19. Advanced degree or graduate study | <input type="checkbox"/> 25. Administrative ability |
| <input type="checkbox"/> 20. Enthusiasm for work | <input type="checkbox"/> 26. Popularity among department members |
| <input type="checkbox"/> 21. Leadership ability | <input type="checkbox"/> 27. Desire for professional growth |
| <input type="checkbox"/> 22. Cooperativeness | <input type="checkbox"/> 28. Subject matter mastery |
| <input type="checkbox"/> 23. Superior teaching ability | <input type="checkbox"/> 29. Knowledge of students |

PART V - PRINCIPAL'S EVALUATION AND SPECULATION

30. In your opinion, rank the effectiveness of your administrative organization with regards to the improvement of instruction. Check one.

- | |
|---|
| <input type="checkbox"/> a. Best organization possible; no changes contemplated |
| <input type="checkbox"/> b. Highly effective, but needs modification |
| <input type="checkbox"/> c. Does the job |
| <input type="checkbox"/> d. Partially effective |
| <input type="checkbox"/> e. Operational, but ineffectual |

31. If finances and availability of staff were no problem, in which of the following areas would you change from your present organization in order to get maximum effectiveness.

- | |
|---|
| <input type="checkbox"/> a. Additional pay for administrative positions |
| <input type="checkbox"/> b. Additional released time |
| <input type="checkbox"/> c. More inter-disciplinary positions |
| <input type="checkbox"/> d. In-service training |
| <input type="checkbox"/> e. Other (Describe) |

32. Which of the following components do you believe to be necessary for an optimal (model) junior high school program? Assume that the school has at least 750 students with a pupil-teacher ratio of 25:1, and the school is situated in a metropolitan area with a population of 20,000 to 200,000 people.

- ☐ a. Vice Principal (How many and what role?)
- ☐ b. Department chairman (Head)
- ☐ c. Purpose committees (Health, Leisure, Life work, Citizenship)
- ☐ d. Teachers' Advisory Council
- ☐ e. Curriculum Coordinator
- ☐ f. Curriculum Associate
- ☐ g. Curriculum Collaborator
- ☐ h. Team Leader
- ☐ i. Inter-subject instructional team
- ☐ j. Helping Teacher
- ☐ k. Area Chairman
- ☐ l. Division Chairman
- ☐ m. Staff Chairman
- ☐ n. Longer contract. How long?
- ☐ o. Pay or released time for special positions
- ☐ p. Other (specify)

33. The literature suggests that our secondary school organizations are influenced by either process or purpose. Process means that subject matter dictates the organization, whereas purpose means that the purposes or aims of the institution are the basis for the pattern of organization. What pattern best describes how your school is organized?

- ☐ a. Process based
- ☐ b. Purpose based
- ☐ c. Combination of purpose & process
- ☐ d. Other (describe)

34. Were you to reorganize your school administratively, which pattern would you select?

- ☐ a. Process based
- ☐ b. Purpose based
- ☐ c. Combination of purpose & process
- ☐ d. Other (describe)

35. In most administrative organizations there is an element of uniqueness. If you were asked to identify one unique element in your organization, what would it be?

Note: In order to clarify lines of authority, please include any organizational flow charts and printed material you believe would be helpful.

VITA

Norman Dee Riggs was born on March 30, 1927 in Willowbrook, California. His early childhood was spent in South Gate, California, where he attended the McNerney Grammar School until the fourth grade. At that time his family moved to El Monte, California where he completed his elementary and secondary education.

After graduating from El Monte High School in June, 1944, he attended Pasadena Junior College until entering the United States Navy in March, 1945. His three years of active duty were served in Naval Hospitals in San Diego and Corona, California, and at the Chemical Warfare Research Center, Camp Detrick, Frederick, Maryland. He was discharged as a Pharmacists mate second class, with special training as an operating room technician and medical research assistant, in January, 1948.

Upon leaving the service, he enrolled at Mesa College and from there transferred to the University of Utah where he completed his Bachelor of Science Degree in August, 1951.

He was recalled to active duty in the United States Navy and was sent to Officer Candidate School where he was commissioned an Ensign in July, 1952. He spent the next twenty-one months in Yokosuka, Japan and fifteen months as a recruiting officer at Fort Douglas, Salt Lake City, Utah. He was discharged in July, 1955 with the rank of Ltjg.

From September 1955, to June 1956, he was employed as a teacher of English and Speech at Jordan High School, in Sandy, Utah. From June 1956 until August 1957, he was Sales Manager for Simmons Poultry in Baldwin Park, California.

In September, 1957, he returned to Jordan High School as a Speech and English teacher and taught there until June of 1960.

In June of 1958 he commenced work toward his masters degree in educational administration and received it in August 1960, from the University of Utah.

From September 1960 until June, 1961, he was Assistant Professor of Speech at the Church College of Hawaii in Laie, Hawaii.

In September 1961, he became the first principal of the newly consolidated Piute High School in Junction, Utah. He resigned this position in August of 1962 to commence work toward the doctorate in educational administration at the University of Utah. Concurrent with his doctoral studies, he taught Speech and Debate at Granite High School in Salt Lake City, Utah.

He was appointed Principal of Central Junior High School in September 1964 and held that position until June 1967 when he was appointed Assistant Principal at Kearns High School, Kearns, Utah, a position he still holds.

Mr. Riggs is married to Fay Simmons of Monrovia, California. They have had five children: Victor (19), Darrell (deceased), Marty (13), Noray (12), and Valrie (deceased).

DOCTORAL RESEARCH PROPOSALS

1. A careful study of societal change coupled with adolescent change should be made to determine what changes, if any, should be made in the junior high school curriculum.
2. A careful study of societal change coupled with adolescent change should be made to determine what grade organization would be appropriate for the junior high school.
3. A study should be made to discover valid methods of improving teacher performance and instructional methods, clarifying the particular educational needs of early adolescence and improving methods of staff utilization.
4. Make a study to determine whether teachers teach any differently when they have a low pupil-teacher ratio as opposed to a high pupil-teacher ratio.
5. Design a study to determine if adequate counseling in the elementary years would appreciably reduce the dropout rate in the secondary years.
6. Determine what correlation there is, if any, between how a student grooms himself and his conduct and success in school.
7. Study the effectiveness of teacher supervision by department heads, principals and supervisors, and determine teacher's reaction to each.

8. Would junior high school students perform higher and exercise better discipline if they attended classes under a rotating schedule rather than a constant 1, 2, 3, 4, 5, 6, and 7 period routine?
9. Determine a specific training program for prospective junior high school teachers rather than a regular secondary program.
10. Study the effect, if any, of the junior high school accreditation program on the junior high schools of Utah.